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# THE CAMERON REPORT



## A Condensation

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REPORT OF THE

ROYAL COMMISSION ON EDUCATION

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ALBERTA. ROYAL COMMISSION ON EDUCATION

# THE CAMERON REPORT



A Condensation

of the

Report of the

Royal Commission

on Education

in Alberta

Prepared by

S. C. T. CLARKE, Ed.D.

General Secretary

THE ALBERTA TEACHERS' ASSOCIATION



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## THE ATA MAGAZINE

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The ATA Magazine is the official organ of The Alberta Teachers' Association. It is published on the tenth of each month, except July and August. Publication and editorial office, Barnett House, 9929 - 103 Street, Edmonton, Alberta.

Authorized as second class mail by the Post Office Department, Ottawa. Return postage guaranteed. Subscriptions, per year: members \$1.50, others \$2, single copy 25¢. (Single copies, special issue, 50¢.)

Member of the Educational Press of America. Affiliated with the Canadian Teachers' Federation. Manuscripts, photographs, and drawings on educational subjects are invited, but the publisher assumes no responsibility for return or compensation. Opinions of writers are not necessarily those of The Alberta Teachers' Association. All correspondence should be addressed to the editor.

Notice of change of address, stating both old and new addresses, should reach the editor at least one month before publication date.



220442







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## EDITORIAL

This special issue of *The ATA Magazine* is devoted entirely to a condensation of the *Report of the Royal Commission on Education in Alberta*. The condensation is the work of Dr. S. C. T. Clarke, the general secretary of The Alberta Teachers' Association. No effort has been spared by the author, the editorial staff, and other consultants to make certain that the condensation is a factual summary of what the report says. No effort has been spared to assure complete objectivity and freedom from bias or wishful thinking.

The Alberta Teachers' Association publishes this special issue to provide teachers, trustees, members of home and school associations, members of the provincial legislature, and others with an overview of the Cameron report. If we accept that the Cameron report is the most significant contribution to the cause of education in this province, we must not leave to chance or to posterity the implementation of many of the recommendations found in the report.

Keep this copy for reference because a limited number has been published. Use this condensation together with the actual report to form your own opinion as to what should be done now by the government, by the Department of Education, by school trustees, and by teachers.



## FOREWORD

The *Report of the Royal Commission on Education in Alberta* is a thorough, complete, and therefore a lengthy document. It is inevitable that, in an attempt to condense the essential ideas of a closely knit document, some of these ideas will be omitted and some change in emphasis may occur. Every precaution has been taken, however, to present in a few pages the essence of the report. It is to be hoped that the reader will be stimulated to obtain the original and to study there the complete account of what is here condensed. To facilitate such study numerous page references to the printed edition have been made.

On December 31, 1957, the Government of the Province of Alberta appointed a Royal Commission consisting of the Honorable Donald Cameron, House of Senate, Ottawa, as chairman, and Wilma (Mrs. D. A.) Hansen of 2915 Champlain Street, Calgary, and Ivy (Mrs. W. C.) Taylor, Wainwright, and John S. Cormack, 11007 - 99 Avenue, Edmonton, and Norman W. Douglas, 3603 - 8A Street S.W., Calgary, and Gordon Leslie Mowat, 11622 - 77 Avenue, Edmonton. The Commission was instructed to make a "comprehensive survey of the various phases of the elementary and secondary school system of the province with particular attention to programs of study and pupil achievement."<sup>1</sup> In detail the Commission was to study:

- A. the aims and objectives essential to maintain a proper and adequate educational program;
- B. (1) curriculum,
  - (2) attainment, classification, and promotion of pupils,
  - (3) special services (guidance, provisions for gifted and handicapped, health services, and the like),

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All the references are to the printed copy of the *Report of the Royal Commission on Education in Alberta*, 1959.

<sup>1</sup>page 4

- (4) types of school organization (centralized, composite, small high school, semester system, and the like),
- (5) physical facilities (buildings),
- (6) quality and supply of teachers,
- (7) the relationship of the educational system to the requirements of industry and the modern community,
- (8) the economics of education, excluding a detailed study of sources and distribution of funds.

During 1958 the Commission heard 600 persons present 189 briefs and propose 5,000 recommendations. It collected a library of books, pamphlets, and articles which pertained to the terms of reference. It conducted six major research projects and many minor studies. It called more than 100 consultants, and held liaison meetings with Royal Commissions of Manitoba and British Columbia.

The result of the inquiry outlined above is the report which was presented to the Government on November 9, 1959. It contains a majority presentation signed and unanimously agreed to by five of the Commission members, namely Commissioners Cameron, Mowat, Hansen, Taylor, and Douglas, and a minority submission signed by one member, Commissioner Cormack. The substance of these is presented in the following pages.



## CHAPTER 1

# THE PEOPLE OF ALBERTA

### Population Trends

The report recognizes at the outset "that no aspect of education can be properly considered apart from the society it serves"<sup>1</sup> (quoted from the brief of The Alberta Teachers' Association). The aims, curriculum, and organization of any educational system are to a large extent moulded by population, social, and economic trends.

Alberta's population story is one of the development of a last prairie frontier, of prosperity and depression, of two world wars and their impact on economics and birth rates, of agonizing appraisal and adjustment in agriculture, and finally of a boom in the development of our natural resources. Since 1946, this rapid development accompanied by industrialization, has transformed the economy of the province.<sup>2</sup>

The first trend noted is a decline in rural farm population. In terms of total population, in 1931 rural farm people constituted 47 percent of Alberta's total; by 1946 this figure had dropped to 40 percent; by 1956 to 27 percent, and by 1959 to not more than 25 percent. In numbers, the rural farm population declined by 40,000 between 1931 and 1956. During this time the number of farms decreased by 20,000 while the number of acres in the average Alberta farm increased from 400 to 579. The pattern was one of larger farms, and fewer people living on the farm. Many of the people who were still operating farms had moved into town. Thus, the trend in farm population was to decrease and to scatter.

The second trend noted is the increase in urban population. In 1941, the combined population of the metropolitan areas of Calgary and Edmonton was 191,000 which by 1956 had increased to 451,000. Of the seven other cities in Alberta, all except Drumheller have experienced rapid population growth. By 1959, the cities of Alberta contained about half the total

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<sup>1</sup>page 13

<sup>2</sup>page 14

population. The growth of towns has paralleled that of cities. Towns have increased in number and in size, until by 1956, the 81 towns had a population of 146,000 or 13 percent of Alberta's total.

The social and economic causes of the population trends sketched above are many. The city, through press, radio, and television, propagandizes its own way of life, and so imbues rural residents with a desire for urban standards of medical care, schooling, and recreation. Specialization, division of labor, technological advances, and the consequent increase in productivity mean that fewer farm people are required to raise food and raw materials. Increased incomes deriving from the increased efficiency create a demand for new goods and services which are produced in urban areas.

### **Occupational Trends**

The changing Alberta economy is causing increased demand for trained personnel. Whereas 200 years ago agriculture was largely an art, and experience was the farmer's greatest asset, today, the modern farmer, if he is to use all the assets at his disposal, must be: "(a) a person reasonably well versed in the sciences underlying his vocation—these include both the biological and physical sciences; (b) a good mechanic in order to use, repair, and operate the assortment of equipment on which efficiency of production depends; and (c) a first class manager and businessman"<sup>3</sup> (quoted from the brief of the Faculty of Agriculture). In another major industry, that of mineral resources, a generation ago most of the workers were coal miners, and most coal miners were unskilled laborers. A strong back rather than technical know-how was required. Today, in the oil and gas industry, the brief of the Canadian Petroleum Association states that: "Because of the increasing complexity of operations and the growth of automation, unskilled labor has almost disappeared in the (petroleum) industry and the need for people of higher educational attainment grows continually even in non-professional occupations."<sup>4</sup> These are but two examples from many, and

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<sup>3</sup>page 22

<sup>4</sup>page 23



the Commission concludes that: "so far as present and future school children are concerned, the day of the unskilled, uneducated worker is gone."<sup>5</sup>

According to present trends, agriculture will need fewer but better educated workers. Thus, many rural youths will move into other occupations. Construction, oil production and refining, and machinery are requiring growing numbers of workers. Excluding primary industries, less than six percent of Alberta's labor force was listed as laborers in 1951. This fact again shows the need for more years of schooling for Alberta's youth. Finally, the trend to more women in the labor force tends to include girls as well as boys in the need for more education.

Large organizations require that many workers have to take direction from above and give direction to those below. The job skills required for such work, in addition to technical know-how, would include such citizenship attributes as reliability, trustworthiness, and cooperation.

The status of work has been clouded for young people by World War II. In the past, occupations which required great talent and/or long periods of training were accorded high status in terms of pay, working conditions, clothing, and associates. Today, these symbols of success may be achieved without superior talent or extended education. In the past, only the lowest ranking jobs could be achieved with little training or little talent, and the pay, working conditions, clothing, and associates were undesirable. The manpower shortages created by World War II and its aftermath have tended to reduce the pay and status differential between unskilled, semiskilled, skilled, and professional work with a consequent reluctance by young people to embark on extended vocational or professional education.

The Commission secured the views of a representative sample of Alberta manufacturers about the demand for, and the education required of, present and future workers. Future requirements included an increased demand for highly skilled workers, and for junior and senior management personnel, with a corresponding decrease in demand for unskilled work-

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<sup>5</sup>page 23

ers. These manufacturers expected that the level of education required for all workers within the labor force would be higher, calling for ten or more years of schooling at the lower levels of employment, to university education for junior and senior management personnel. These Alberta manufacturers observed grave weaknesses in the basic academic skills of workers, and were convinced that general proficiency in these skills was basic to apprenticeship training and indeed to any advancement on the job. They noted the general worker attitude of "indifference to the quality of service rendered"<sup>6</sup> and "an interest in job permanency, fringe benefits, and steady income, in preference to highly paid seasonal employment, with a resulting improvement in work habits and job efficiency."<sup>7</sup> Automation was seen as increasing the "need for off-the-job interests and hobbies to alleviate job monotony" and requiring workers "who possess a sufficient breadth of interests to adjust to routine jobs."<sup>8</sup> Finally, these manufacturers were convinced that technical skills must be learned on the job or in post-school institutions rather than in school.

A study of Calgary employers, largely of office and sales personnel, indicated that this group would have preferred that 88 percent of prospective employees had Grade XII education, while, in fact, of those employed, only 50 percent had reached this level. These employers felt that the young people were deficient in communication and mathematical skills, both of which were regarded as responsibilities of the school. Bad attitudes on the part of employees were cited: irresponsibility, lack of initiative, lack of interest in their work, and problems in working with others. Employers felt that the home should take primary but not exclusive responsibility for the development of good personal attitudes and characteristics.

### Financial Trends

Education in Alberta is financed from provincial and municipal sources. Recently, the revenue per capita of the Alberta government has been the highest among all the prov-

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<sup>6</sup>page 28

<sup>7</sup>page 28

<sup>8</sup>page 29



inces and almost twice as high as the Canadian average. Thus, in 1955-56 Alberta government revenue was \$225 per capita while the Canadian average was approximately \$125. Since expenditure parallels revenue, a high standard of public service has been established in Alberta. In 1955-56, provincial expenditure on education was \$37,800,000. In 1957, Alberta government expenditure on education was \$90 per capita as contrasted with the Canadian average of \$60.

While the total municipal expenditure on education has increased markedly in the post-war years (\$5,607,000 in 1947 to \$13,311,000 in 1956) the percent of total expenditure devoted to education has declined (from 38.3 percent in 1947 to 36.4 percent in 1956). At the same time, while the expenditure on teachers' salaries has increased (\$10,300,000 in 1947 to \$30,400,000 in 1956) the expenditure on capital and "other" items such as instructional supplies, transportation, and maintenance has increased more rapidly.

The result of these trends is evident in a tabular comparison of average earnings of the Canadian labor force, and average salaries of teachers in Alberta.<sup>9</sup>

Year	Average Earning Per Member of Canadian Labor Force With a Job (in 1956 dollars)	Average Salary per Teacher in Alberta (in 1956 dollars)
1926	\$1670	\$1870
1931	1510	2120
1936	1560	1970
1941	1960	1920
1946	2550	2360
1951	2810	2610
1956	3260	3270

Bearing in mind that the teachers of 1956 had, on the average, a longer period of training than the teachers of 1926, and that the earnings of the labor force almost doubled from 1926 to 1956 while those of teachers increased by 75 percent, it is fair to say that teachers have lost ground relatively in the period considered. Another source shows the same relative

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<sup>9</sup>page 36

low pay. A National Employment Service survey of starting salaries in 32 professions showed that in 1959, teaching ranked twenty-ninth. The implications for Alberta's supply of teachers is obvious.

### **Public Concern About Education**

The Commission consolidated areas of public concern and gave several examples under each, as follows (these are the public's views, *not* those of the Commission).

#### **Purposes**

There was concern that too little emphasis is placed on intellectualism and individuality, and too much upon social adjustment and group standards, for example: the schools are usurping the role of the home and the church in matters of character education; the schools emphasize materialism; and the schools are not inculcating mental discipline, perseverance, responsibility and high morals.

#### **Public Attitudes**

General attitudes toward education, and specifically attitudes toward teachers, must change, for example: the schools are hindered by public apathy; the public assigns responsibility to the schools in too many matters; and community attitudes and public behavior set poor examples with respect to mental and physical discipline, work and study habits, sense of responsibility, and manners and morals.

#### **Equality of opportunity**

Equality of opportunity was a general concern of all, for example: all students do not have equal opportunity to develop their abilities to the fullest capacity, whether gifted, normal, below average, or handicapped; and diversity of educational programs is preferable to identical education through a common program.

#### **Curriculum**

Many specific expressions of dissatisfaction were registered, for example: standards are too low; many courses such as art and music are "frills"; the level of expectation and the challenge of school courses are too low; the gifted have been neglected; and matriculants are inadequately prepared.



### **Examinations**

Standards should be developed by establishing "norms" of achievement in the various subjects and at the various grade levels.

### **Teachers**

A general improvement in quality was supported, for example: entrance requirements should be raised; the training period should be lengthened; certification should be further examined; living and working conditions should be improved; salaries should be made commensurate with those in competing professional fields; and individual teachers and their organization should accept more responsibility for developing and enforcing internal professional standards.

### **Other personnel**

At both the provincial and local level, more personnel were requested in such areas as guidance, reading, library work, physical education, music, and art; job specifications should be laid out at all levels; and the principalship must be strengthened.

### **Centralized control**

While recognizing the need for provincial leadership, objection was raised about the degree of provincial control, for example, courses and textbook authorizations.

### **Centralized schools**

These tend to infringe on the rights of a Catholic minority; school grants and educational finance, generally, require change.

### **Miscellaneous**

There needs to be a periodic review of education and an extension of adult education.

## **Ability and Achievement of Students**

Intelligence, which is roughly an index of ability to achieve various learnings, is expressed by the familiar IQ. In the whole school population, about 25 percent of children would have an IQ less than 90, 25 percent above 110, and the

remainder between 90 and 110. A score of 100 is average. The varying ability to achieve learning produces varying achievement. For example, Dunlop<sup>10</sup> found that Alberta children in Grade VII ranged in reading ability from the fifth month in Grade IV to the eighth month in Grade X. Similar spread of achievement was found in spelling, language, and arithmetic. Excellent instruction serves only to accentuate these differences, as does increasing length of time in school. The cumulative impact of these differences in ability and resulting achievement is shown in Byrne's study<sup>11</sup> of the progress in high school of a sample of Grade IX pupils in 1950, as follows:

	IQ 68-96 N=250	IQ 97-105 N=291	IQ 106-114 N=259	IQ 115-143 N=215	Totals N=1015
High School					
Diploma without					
Matriculation	10	38	61	67	176
High School					
Diploma with					
Matriculation	2	4	27	70	103
	—	—	—	—	—
Totals	12	42	88	137	279

Of 250 pupils with IQ below 96, only 12 finished high school, and of the top group only 137 finished high school. Others dropped out after one or more years.

Black's study<sup>12</sup> of all the students who wrote their Grade IX examinations in June, 1955 showed that of every 100 studied:

- 22 left school at the end of Grade IX;
- 15 left at the end of one year of high school;
- 16 more left at the end of two years of high school;
- 10 left at the end of three years without a high school diploma;
- 25\*graduated with a high school diploma, 10 with matriculation,  
of whom 6 went on to university,
- 14\*returned for a second year in Grade XII.

\*These categories are not mutually exclusive and a percentage of students are included in both.

<sup>10</sup>page 41

<sup>11</sup>page 41

<sup>12</sup>page 40



The 1956 Alberta census data point in the same direction since the following were *not* in school:

- 3,522 (22 percent) of the 16 year-olds;
- 6,962 (44 percent) of the 17 year-olds;
- 11,192 (71 percent) of the 18 year-olds.

The Commission concludes that the “overwhelming majority of pupils who require basic education and occupational and semiskilled training are being *dumped into society as semi-literate adolescents*. Two-thirds of the students who could accomplish technical and other advanced programs *never complete high school*. One-third of those students who have the highest educational potential and who might accomplish almost anything they set out to master *do not finish high school*”.<sup>13</sup> Thus, the rate of attrition is large, and many students are drifting into society without adequate education.

### Public Expectations

The public appears to want good schools which will counter many present undesired social trends, but wants these good schools to be cheap schools. “Are morals lax in our ‘modern’ generation? The schools should offer character education. Does religious interest wane? Let the schools introduce more religion.”<sup>14</sup> At the same time the “‘public’ deplores its tax bill and even urges the use of governmental legislation and authority to keep the cost of education down, while all those outside the school bask in financial opportunities”.<sup>15</sup>

No reformation of values and behavior, public or otherwise, can produce top academic material of all youth. Nor is such necessary. But the future of youth and the level of education which they will achieve rely substantially on forces without the school. Here the public must take stock, or continue to pay the penalty. In the terms of current usage, the fourth “R”—“Responsibility”—must be added to the fundamentals of public education.<sup>16</sup>

The school is only one of many institutions in society. It must respect and reinforce the basic intellectual, social, moral,

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<sup>13</sup>page 41

<sup>14</sup>page 42

<sup>15</sup>page 42

<sup>16</sup>page 42

and spiritual values of society, but it *does not* set these values—they are set by society.

However, values spiritual and temporal, historic and contemporary come into focus in a manner appropriate to the curriculum and operation of the public school. Thereafter, the individual pupil together with his home and his church must establish his own values and weave them into a pattern to govern his life. In this context, the primary function of the public school is one of secular nature, clearly removed from metaphysical and theological teaching. The schools can thus exemplify the highest of Christian ideals but avoid sectarianism and dogma.

In a similar way the school can and must avoid the temptation to champion any one of the competing or diverging philosophies that flourish under a democratic social and political system. *Idealism* has provided the human race with some of its noblest dreams and aspirations. *Humanism* has performed the same service in less visionary terms. *Pragmatism* has forced men to come to grips with the tenability of their aspirations. The contribution of *realism* is more ambiguous—ranging from the theological emphasis of Thomism to the experimentalism of the scientific realists. All of these currents of thought flow into the main stream of western civilization. All are therefore involved in our school programs and practices, especially in the humanities and the social studies. It is surely not the prerogative of educators or of schools to choose and enforce any one.

Indeed, it is in the very process of acquaintance with a variety of philosophic views that the school attains its greatest intellectualizing power.<sup>17</sup>

## Aims and Tasks of the Public School

The major aim of education is to stimulate initiative, critical thinking and ability to be intellectually self-directing.<sup>18</sup>

Andrews<sup>19</sup> conducted a study of what a sample of the public thought to be the school's tasks. At the elementary level this sample public assigned relatively great importance to teaching the three R's, creating a desire to learn more, and developing habits of "figuring things out for one's self". At the high school level, the corresponding tasks were to teach the efficient application of the three R's, to create a desire to learn

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<sup>17</sup>page 43

<sup>18</sup>page 44

<sup>19</sup>page 44



more, and to develop the habit of weighing facts and solving problems. However, each task was ranked first and each appeared last in someone's rating. Only 40 percent ranked the three R's first. "In the face of wide differences of opinion and almost equal confusion of meaning, quite obviously *no one set of ends* can be presented as the will of a majority of the public."<sup>20</sup>

The following tasks reflect the Commission's estimate of the main job of the public schools:

1. To develop the communication skills—speaking, listening, reading, writing and the art of expressing ideas clearly through composition.
2. To develop understanding and mastery of the basic computational skills and the application of arithmetical processes.
3. To develop knowledge, skills and appreciation regarding that part of the cultural heritage selected for inclusion in the curriculum—for the sake of the individual, for the purposes of continuing education, and to prepare for employment and contribution to society.
4. To foster physical fitness and mental health.
5. To focus consciously, but not artificially, every suitable aspect of curriculum and operation upon the development of good citizenship through channels such as the following: exemplary school and classroom conduct, pupil behavior, knowledge of our form of government and its origin, appreciation of freedoms and responsibilities, demonstrated respect for the individual, and the overt support of basic social values including honesty, truthfulness, integrity, self-discipline and reliability.<sup>21</sup>

## Summary

Education serves the people, therefore the nature of the people it serves is the starting point for any comprehensive study of education. Alberta's population, now approximately 1,200,000, is changing from predominantly farm-rural to predominantly urban-industrial. There will be fewer farmers needed tomorrow, but these will be scientific farmers. Many farm youths will continue the migration to urban areas, and along with their city cousins find employment in business, industry, service, and similar kinds of work. So the Com-

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<sup>20</sup>page 44

<sup>21</sup>page 45

mission concludes that "so far as present and future school children are concerned, the day of the unskilled, uneducated worker is gone".<sup>22</sup>

Employers would like to secure workers with Grade XII (matriculation preferred) who are industrious, responsible, and proficient in communication and mathematical skills. Those consulted complained that the product of the schools are deficient in these respects. The public criticized the school for lack of emphasis on intellectualism and individuality but some segments of the public blamed the public for bad attitudes toward the schools and toward teachers. Equality of opportunity was favored by all. The curriculum came under heavy fire on the grounds that standards were too low, courses lacked challenge, some courses were "frills", and matriculants were inadequately prepared. Two remedies suggested were more examinations and better teachers.

Alberta can afford to pay for a first-rate school system. Municipal expenditures on education, while both heavy and increasing, have increased relatively less for education and especially for teachers' salaries than for other services.

The ability of school children to learn varies widely. Consequently, achievement in school subjects also varies widely. In the higher grades this variation is one of the factors which leads to the heavy drop-out. The result is that the "overwhelming majority of pupils who require basic education and occupational and semiskilled training are being *dumped into society as semi-literate adolescents*".<sup>23</sup>

The public expects many things of its schools—perhaps too many. Student attitudes toward study, work, and life reflect public attitudes, so the Commission suggests that the public endorse a fourth "R"—Responsibility, to add to the well-known three R's which are already accepted. The school can and must reinforce society's values, but it cannot and must not set these values. The same applies to philosophies. All values and philosophies are involved in our school programs and practices. "Thereafter, the individual pupil together with

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<sup>22</sup>page 23

<sup>23</sup>page 41



his home and his church must establish his own values and weave them into a pattern to govern his life.”<sup>24</sup>

“The major aim of education is to stimulate initiative, critical thinking, and ability to be intellectually self-directing.”<sup>25</sup> A careful study of the public’s views of the aims of education gave some guidance, but indicated clearly that no one set of ends can be presented as the will of a majority of the public. The Commission endorsed as the main tasks of the school: to develop (1) communication skills, (2) computational skills, (3) knowledge, skills, and appreciation of the cultural heritage, (4) physical fitness and mental health, (5) good citizenship.

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<sup>24</sup>page 43

<sup>25</sup>page 44

## CHAPTER 2

# TEACHERS FOR ALBERTA'S SCHOOLS

### Teacher Education and Certification in Alberta

In considering the changes in Alberta's educational system which would correct present deficiencies and meet the future needs of the people of the province, the Commission recognized that most important were the quality and supply of teachers. "The keystone is the teacher."<sup>1</sup>

Historically, teacher education began in Alberta in 1906 with a four-month term in the Calgary Normal School. A Department of Education summer school was organized on the university campus in 1913, and in 1919 the Faculty of Arts and Science commenced a university summer session. In 1929, the University of Alberta inaugurated the School of Education to prepare its graduates for high school teaching. Gradually the Department of Education abandoned the field of teacher education. In 1942, the School of Education became a Faculty, with its own undergraduate program leading to the bachelor of education degree. In 1944, the Department of Education transferred all direct control of teacher education to the University. A permanent Board of Teacher Education and Certification, advisory to the Minister of Education and to the University, was established, with representatives from the University, the Department of Education, The Alberta Teachers' Association, and the Alberta School Trustees' Association.

From 1906 to 1919, the length of training required for minimum certification was four months. During this period candidates with complete Grade XII, XI, or X were granted first, second, or third class certificates, respectively. In September, 1919, the length of training was doubled. From the beginning, in 1945, entrance requirements to the Faculty of Education for minimum certification through the integrated program were less than matriculation. By September, 1959 they had risen to a high school diploma with at least 50 per-

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<sup>1</sup>page 174



cent in English 30, Social Studies 30, and two additional Grade XII subjects, with an average of 60 percent in all four. However, the entrance requirement for the bachelor of education program has always been, and still is, matriculation.

The effect of the training and certification regulations sketched above can be examined in the following tabulation of certificates held by Alberta teachers as of May, 1958.

Certificate	Approximate Preparation	Number of Teachers	Per-cent
Professional, High School, Academic	Three or more years beyond matriculation	2,226	24
Standard S, Junior High School, Standard E, Senior E and I	Two years beyond matriculation	1,184	13
First Class or First Class converted to "Standard"	One year beyond matriculation	1,208	13
Junior E, Junior E and I, Temporary Licence	One year beyond high school diploma	3,439	37 47
Second Class	One year beyond Grade XI	553	6
Letter of Authority	Deficient in some respect	551	6
Qualification Statement	Part of emergency teacher training plan	82	0.9
War Emergency	Fourteen weeks beyond high school diploma	9	0.1

49%

The Commission indicates that the persistence of the last four categories of certificate is, to say the least, unfortunate. Most of the teachers represented there are deficient in matriculation

standing. Some remedy was provided in the summer of 1959 when the University, in cooperation with the Department of Education and The Alberta Teachers' Association, operated a special summer session attended by some 550 of these teachers. Those who obtained matriculation could then proceed toward advanced qualifications involving university courses.

### **Alberta's Teaching Force**

The Commission studied the teaching force of Alberta as of May, 1958. It was found that some 25 percent had completed four or more years of professional and academic preparation beyond matriculation. In addition to these well-qualified persons, at the other end of the scale 22 percent lacked matriculation. About 70 percent of Alberta's teachers were women. Of the women teaching, 55 percent were married and 68 percent had one year of training or less. Of the male teachers, 54 percent had four or more years of teacher education and only 22 percent had one year or less. Five of Alberta's major cities (which annually take more than half of the new teachers produced) contributed one-sixth of the entrants to the Faculty of Education. The Commission notes that: "Presumably one reason for this ratio is the availability of wider and more lucrative vocational choices for the urban high school graduate. But the fact remains that Alberta is relying on its rural areas for the major source of teacher trainees—this at a time when rural populations are declining both relatively and absolutely, and when many rural graduates have themselves undergone schooling from teachers who are less adequately prepared than their city counterparts."<sup>2</sup> In all Alberta cities, 38 percent of teachers had four or more years of teacher education, while the corresponding figure for teachers outside the cities was 18 percent. In the cities 38 percent of teachers had one year or less of teacher education, while outside the cities this figure was 62 percent.

The proportion of teachers who had various amounts of university academic background in 1958 in the Grade IX subjects they were teaching is indicated following.<sup>3</sup>

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<sup>2</sup>page 181

<sup>3</sup>page 342



<b>Subject Fields</b>	<b>No Univ. Courses</b>	<b>One Course</b>	<b>Two or Three Courses</b>	<b>Four or More Courses</b>	<b>Totals Across</b>
English	35%	29%	23.5%	12.5%	100%
Social Studies	47	17.5	20	15.5	100
Mathematics	53	20	16.5	10.5	100
Science	59	19	13	9	100
French	31.5	21.5	27.5	19.5	100
Home Economics	16.5	5	25	53.5	100
Physical Education	55.6	26	11.6	6.8	100
Art	65	22	7	6	100

It is not hard to detect relationships between some of the foregoing inadequacies and imbalances, and certain social attitudes and values of which the former are both the cause and the result. As a people we show a faith in education, but exhibit little respect for the teaching profession generally. We proclaim a major concern with matters intellectual and spiritual, yet continue to measure a man's worth largely in terms of his income. It is small wonder, then, that the majority of our brightest people tend to seek the more remunerative types of employment for themselves and their children.

What makes this situation especially anomalous is the fact that the educational level of the general population has risen steadily during the past few decades—leaving many teachers, by contrast, poorly educated. There is only one remedy: teachers must be persons of culture and be recognized as such. Such a status will be attained and deserved only when the teaching force as a whole has achieved a superior level of education.<sup>4</sup>

### High Standards for Teaching

In the past, teacher shortages have been met by recruitment drives, emergency training programs, and relaxation of certification requirements. While the desirability of having teachers of high quality may have been accepted, it has been considered impractical during a period of teacher shortage. The Commission subscribes to a different view, that expressed in the brief of the Alberta Committee on Teacher Recruitment and Retention—"that the requirement of high standards

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<sup>4</sup>pages 181-2

for entrance to teacher education is a more effective and defensible approach to the problem of teacher shortage".<sup>5</sup>

If the classrooms of Alberta are to be manned by persons of intelligence and culture, these qualities should be sought in candidates for teacher education. At present, more than 70 percent of students enrolled in the one-year teacher education program lack matriculation. As a consequence, the proportion of teachers having complete matriculation in Alberta is one of the lowest in Western Canada—and is getting lower. "The point is this: present selection procedures thrust into the classroom persons of mediocre ability, poor study habits, or uncertain vocational aims."<sup>6</sup> Yet with today's availability of education through centralization, transportation, and improved economic and financial conditions, virtually every Alberta student who has the will and ability may achieve full matriculation. "Low entrance requirements do not, in the long run, assure a greater supply of teachers. They do assure lowered quality of teachers."<sup>7</sup>

#### SUMMARY OF RECOMMENDATIONS 131-136

That entrance requirements to the Faculty of Education include: matriculation, proficiency in oral and written language, and if possible non-academic factors such as character, personality and health.

That the Faculty select and screen by the use of field personnel and interview teams not only at entrance but throughout teacher education, using procedures which are public information.

That continuing study be made of the relationship between high school and university success.

Since over half of the present entrants into the Faculty of Education have matriculation, the raising of entrance requirements is not likely to result in drastic reductions in enrolments. Rather, quantity is likely to be served by quality.

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<sup>5</sup>page 182

<sup>6</sup>page 183

<sup>7</sup>page 183



The more highly qualified teachers tend to remain in the profession. Recruitment and retention are related to professionalism, and are increased by improved selection, preparation, salary, and status. The Commission therefore recommends improved working conditions and a public relations program.

#### **SUMMARY OF RECOMMENDATIONS 137-138**

That working conditions be improved by reducing pupil load and by providing non-professional assistance for routine, clerical, and order-keeping duties.

That a program be developed to create public interest in the importance of education, public understanding of educational problems, and to acquaint potential recruits with the opportunities and rewards in teaching.

#### **Preparation of Teachers**

To educate children who will be prepared to meet and master the demands of today's world and tomorrow's, our schools need professional teachers. Teachers must know what they are doing and why. In addition to general education, they must have mastered their field at an adult level and know how to bring pupils to a mastery of the field at the pupils' level.<sup>s</sup>

The preparation of teachers should include informational background, foundation fields of education, teaching methods and techniques, and practical experience. The first of these comes from academic courses in the Faculty of Arts and Science, or for certain subjects, from other sources. The foundation fields of education include educational psychology, philosophy and history and sociology of education, and school administration. These develop understanding of how learning takes place, of the purposes of the school in the broader community, and of the operational policies and procedures of the school. Teaching methods and techniques are not tricks of the trade or "gimmicks" but rather a substantial body of research into teaching practice and procedure. Finally, guided practical experience rounds out this fourfold approach to teacher preparation.

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<sup>s</sup>page 186

## **SUMMARY OF RECOMMENDATIONS 139-140**

That all teachers be prepared by means of the fourfold approach described, with a minimum of four years of university work including a degree.

That during the first two years but not within the university term the candidate complete three months of practice teaching, after which he may serve a paid internship of one year, after which he must return to university for at least one complete winter session.

After initial preparation there is need for continued education for teachers, in order to maintain professional and mental alertness and to keep abreast of developments in thought and practice which affect education.

## **SUMMARY OF RECOMMENDATIONS 141-145**

That continuing education be encouraged by leave of absence with pay for study or travel, provision of refresher courses, provision of research facilities, development of education clinics, and development of professional and public libraries.

That continuing education be organized locally within each school system jointly by the administration and teaching staff, and that regular salary and incidental expenses be paid by the administration.

## **Professional Certification**

Since the Commission recommends four years of teacher education for all teachers, the parallel certification requirement would be four years for permanent certification. As a transition from present requirements, the Commission recommends a timetable. Until the timetable is completed in 1971 it is recommended that all teachers be awarded provisional certificates good for three years subject to renewal if progress is being made toward the four-year degree.



# **TRANSITION PLAN** (SUMMARY OF RECOMMENDATION 147)

Years	Level	Preparation Required for a Beginning Teacher
1963-67	Elementary	At least two years of teacher education
	Secondary	At least three years of teacher education
1968-70	Elementary	At least three years of teacher education
	Secondary	B.Ed. degree
1971-	Elementary	B.Ed. degree

Further suggestions about certification include the idea that each year of teacher education be considered a stage. Thus a teacher with four years of teacher education would have a Stage IV certificate. The Commission recommends that each certificate be stamped with its stage, and that salary payment be by completed stages only. In order to facilitate records, a central registry of teachers under the Department of Education or the University of Alberta or both is recommended. Out-of-province teachers would, as now, receive an interim certificate if their level of preparation equalled that required of Alberta teachers.

Non-teacher specialists, for example in fine arts and crafts, "should have the advantage of the 'balanced program' of teacher education"<sup>9</sup> (i.e., the fourfold approach described) if they are to operate effectively in the public schools. For such specialists, it is recommended that the Faculty of Education evaluate competence in *content*, and that in the other three aspects of teacher education, an evaluation be made by a committee on special certificates consisting of three members of the Faculty of Education, the Registrar of the University of Alberta, and a competent teacher from the field of specialization.

Recognition of the Alberta Teachers' Association as a contributing body [for educational progress] has been and will continue to be evaluated in terms of professional responsibility. The public impression (born of certain Association actions and policies) rightly or wrongly is that the teachers' attitude is that of a trade union. This has detracted from the potential influence upon education of the profession as a whole. It is hoped that this period is past.

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<sup>9</sup>page 191

### **Recommendation:**

155. That the ATA have and accept the responsibility of jurisdiction over the competence and ethics of its membership so that its corporate actions are seen as professional.

Although the public cannot turn over to the profession full authority and control in a public service area such as education, it is unfortunate that over a long period many good recommendations offered by the profession have been disregarded. Its views warrant *more* consideration than has been accorded in the past.

### **Recommendation:**

156. That the ATA be recognized as having the responsibility of making careful recommendations to appropriate bodies regarding all aspects of education, and that such recommendations receive equally careful consideration.<sup>10</sup>

## **Payment of Teachers**

Competent teachers will not be attracted to and retained in the profession unless their salaries are comparable to those earned in other professions which require similar ability and training. There must also be some relationship between salary and quality of performance. This statement does not mean that teachers with poor performance should receive low salaries. Rather, they should not be in the classroom in the first place. Generally speaking, education and experience are the best indicators of quality, hence the current salary schedules in Alberta go a long way toward recognizing quality of performance.

Representatives of business have urged merit rating for pay. They argue that in education as in business, the good employee should receive more than the poor employee. However, the differences between education and business are great. In business, the employee is rated on results which are readily ascertained, while in education many results are not easily measured or their appearance may be delayed. In business, the employee resentful of his rating is dealing with adults who can protect themselves, whereas the teacher is dealing with

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<sup>10</sup>page 192



children whose learning or general well-being may be harmed. In business, pay and pay differentials, since they come from private funds, are justified in private terms, while in education, merit pay, coming from public funds, would have to be justified in terms of public knowledge. "The above distinctions underscore the difficulty of setting up a rating scale for teachers, and of determining who shall do the rating."<sup>11</sup>

The Commission investigated merit pay and concluded that "direct means to improve education must have priority and be implemented before merit proposals can be seriously considered".<sup>12</sup> A list of these prerequisites to merit pay includes: more effective selection and screening and higher academic standards of admission to teacher education; more thorough academic and professional education; higher standards of proficiency for permanent certification; more accurate job specifications; more accurate job placement; improved working conditions including reduced pupil load, more effective use of teacher time, better supervision and equipment; improved inservice education; more accurate means of evaluating performance; and *adequate salary schedule*, in level competitive with that of other professions; and a grant structure enabling a school board to compete for the best teachers available. These prerequisites constitute the "merit principle"—that only the meritorious enter the profession in the first place, and that conditions are established whereby meritorious performance can be elicited and maintained. When the merit principle is in operation then the basic purpose of merit pay—to recognize excellent work—can be fulfilled, but the need for merit pay may have largely disappeared, because improved instruction in the classroom will occur.

The Commission proposed that the salaries of good teachers should compare with that of "middle management" or \$5,000 to upwards of \$12,000. An estimate of what salaries should have been in 1959 is indicated in the table entitled "Proposed Salary Schedule, 1959" along with the conditions attached.

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<sup>12</sup>page 194

Year	Teachers		<sup>1</sup> Principals		Superintendents
	B.Ed.,	M.Ed.	B.Ed.,	M.Ed.	
1	\$5,000	\$5,000			
2	5,500	5,700			
3	6,000	6,400			
	Maximum for teachers without permanent certificates.				
4	7,000	7,600	\$7,500	\$8,000	
5	7,600	8,400	8,000	8,800	
6	8,200	9,200	8,500	9,500	
	Maximum of automatic increments for the majority of teachers.				
7	8,800	10,000	10,000	10,500	\$12,000
8	9,400	10,800	11,000	12,000	13,000
9	10,000	11,600	12,000	13,500	14,500
10	10,600	12,400	13,000	15,000	16,000

These salaries (7-10) for only a minority of superior teachers.

<sup>*</sup> Master Teacher 1st	13,000
Master Teacher 2nd	13,750
Master Teacher 3rd	14,500

<sup>1</sup>Principals' salaries to be related also to degree of responsibility.

<sup>\*</sup>Some one to five percent of all teachers on a province-wide basis to be rated master teachers and allowed these maximums. The M.Ed. degree is not a prerequisite for master teacher status.

The Commission recommended that a transition plan be developed to transfer teachers to the new plan, no teacher to be reduced in salary as a result. A penalty for teachers who do not achieve permanent certification or improve qualifications according to the transition plan would be loss of tenure.

The Commission admits that the most difficult part of the general plan will be setting up procedures whereby teachers can be rated. However, a teacher would be rated only after the sixth year, and for some teachers, again after the tenth year. The Commission recommends that the principal be part of the rating team, and that teachers be called on to assist in the development of criteria for rating, the standard rating form, and in determining the composition of the rating team. A review board, and a board of appeal, are recommended.

In order that boards be encouraged to pay the recommended salaries, the Commission recommended (172): "That within the total grants structure a system of special equalization grants towards instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries."<sup>13</sup>

<sup>13</sup>page 199



Various fringe benefits are recommended to make teaching more attractive; right to pension for persons who continue teaching beyond age 65, a comprehensive system of scholarships, loans, grants, and bursaries for teacher education, and the provision of teacherages (if possible through the *National Housing Act*) on a business-like basis.

### **Administrative and Other Personnel**

Administrative personnel have essential functions in education. Historically, the Department of Education inspectors of schools were the "eyes and ears" of the Department. They enforced regulations and in fact operated in a manner designed rapidly to develop a sound educational system in a frontier area. Since 1936 these inspectors have been renamed "superintendents", and their time devoted to inspection or supervisory functions has dropped from 41 percent to the present 31 percent. The Commission gives four reasons for recommending that provincial appointment of superintendents for divisions and counties be discontinued. First, divisions and counties are capable of employing their own superintendents; second, there is an implication that government policies need to be administered and "sold" in many matters; third, a leadership potential is not being realized because civil servants cannot publicly disagree with government policy; and fourth, the superintendent is currently working for two masters.

#### **SUMMARY OF RECOMMENDATIONS 175-179**

That provision be made in the law (presumably *The School Act* and Regulations) permitting locally-appointed superintendents in divisions and counties and specifying duties and qualifications.

That pension, tenure and similar benefits enjoyed by superintendents and teachers be extended to board-appointed superintendents.

That a transition plan be developed to effect the transfer from provincially-appointed to locally-appointed superintendents.

The Commission foresees the Department of Education supervisory service should be extended on a different basis.

Each region of the province (zone or high school inspectorate) should be staffed by a high school inspector, by specialists in reading, English and guidance (who would operate as consultants), and by superintendents to inspect schools which are independent of divisions and counties. The salaries of all supervisory personnel should be improved, as suggested in the table given in the preceding section.

The principalship also needs to be strengthened, so that the principal operates as an educational leader. To this end the Commission recommends that qualifications be established and duties specified by law. A suggested list of duties of principals is given:

1. Organizing the program of the school by means which include allocating duties of teachers and vice-principals, classifying pupils, and scheduling classes.
2. Attending to the general welfare, health and safety of pupils and making recommendations respecting conditions which may require special attention.
3. Ensuring that discipline is maintained in the school and its related activities.
4. Ensuring that janitorial services are properly carried forward and that adequate care is taken of all school property.
5. Submitting reports on aspects of the operation of the school as required by the board, the superintendent, or the Department.
6. Making recommendations regarding expenditures for facilities, equipment, supplies and other items considered necessary or desirable for the effective operation of the school.
7. Exercising leadership in improving the effectiveness of the educational program.
8. Adapting the curriculum to the conditions of the school where local discretion is permissible.
9. Fostering desirable relationships within the school and between the school and the community.

The Commission holds the principalship to be so crucial as to lie next to properly qualified teachers in order of importance.<sup>14</sup>

Guidance and counselling received much public attention. Concern was expressed that parents were not kept properly informed and that the privacy of the home was being invaded. Major concern was that guidance personnel lacked the proper

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<sup>14</sup>pages 207-8



personal characteristics and training. However, many briefs urged improved and extended services. Everywhere it was recognized that at present, services are either nonexistent or inadequate. Shortage of competent personnel is the chief stumbling block to extension of services.

#### **SUMMARY OF RECOMMENDATIONS 188-196**

That the present guidance services in the province be studied, that no extension be made until suitable personnel are available, but that as soon as this occurs all school systems initiate or extend guidance services to meet their needs.

That preparation of guidance personnel involve a deliberate plan for selection of candidates from qualified teachers, financial assistance, and a revised program of certification at the graduate level.

#### **Summary**

The Commission recognizes that the quality and supply of teachers are the most important factors in improving education in Alberta. Since the province was incorporated in 1905, teacher education has slowly required higher admission standards and longer periods of training, yet today minimum entrance requirements are less than matriculation and minimum certification requirements are one (seven-month) year. The result is that of the teaching force (May, 1958) at the one extreme, 22 percent lack matriculation, while at the other extreme 24 percent have four or more years of academic and professional education. Teachers with higher qualifications tend to congregate in urban centres, but these centres supply a relatively small proportion of teacher candidates. Many Grade IX teachers have no university course background in subjects they are teaching. Considering the total picture, the Commission states: "There is only one remedy: teachers must be persons of culture and be recognized as such. Such a status will be attained and deserved only when the teaching force as a whole has achieved a superior level of education."<sup>15</sup>

The Commission therefore makes a series of recommendations designed to bring about superior education for teachers.

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<sup>15</sup>page 182



These include a four-year degree for permanent certification at the elementary or secondary level by 1971; matriculation, proficiency in English, and other screening both on entrance and throughout the program; internship as well as practice teaching; and improvements in working conditions and in in-service education. The preparation of all teachers should include a fourfold approach: informational background, foundation fields of education, teaching methods and techniques, and practical experience. Certification should parallel preparation, and the pay of teachers should be based on completed stages (years).

Any recommendations for placing the entire enterprise of education on the level necessary to realize improvements will be inoperative unless the pay of teachers is comparable to that earned in comparable professions, and unless there is some relationship between salary and quality of performance. The Commission therefore recommended a proposed salary schedule for 1959 based on experience and years of teacher education with these conditions: probationary teachers stop at the third stage unless they obtain permanent certification, and satisfactory teachers stop at the sixth stage unless they are merit-rated as superior. The salary range for teachers with the B.Ed. degree for these stages is \$5,000-\$8,200. For teachers merit-rated superior, four more stages are provided (corresponding range \$8,800-\$10,600). Beyond this range, for some one to five percent of teachers on a province-wide basis, a master teacher classification is recommended with salaries up to \$14,500. In this scheme, teachers would be merit-rated only after the sixth year, and among those rated superior, again after the tenth year. It is recommended that teachers participate in the rating process.

For administrative personnel the Commission recommends board-appointed superintendents for divisions and counties, and a corps of Department of Education specialist consultants and supervisors available on a regional basis. The Commission also calls for a strengthening of the principalship.

Guidance services should be extended as soon as properly qualified and prepared personnel are available.



## CHAPTER 3

# THE ORGANIZATION OF EDUCATION IN ALBERTA

### The Evolution of School Areas

School districts, typically sixteen square miles in size and administered by three trustees, were early organized in the Northwest Territories. In 1905, when Alberta was incorporated as a province, 602 school districts existed. Through the years, the number has increased to more than 5,000.

The first attempt to pool pupils and assessment was through consolidated districts. Three or four rural local districts usually combined under one board. The first consolidated district was Warner, formed in 1913. By 1919, there were 63, but the movement ended in the early 1920's, perhaps because of transportation difficulties. A modification of consolidation for high school purposes only, known as the rural high school district, commenced in 1921, but only 19 were formed, probably as a result of a change in grant structure which provided incentive for high school education in district schools.

In 1929, Hon. Perren Baker, then Minister of Education, proposed larger units of administration known as school divisions. The legislature rejected the proposal in 1930, but after the change of government, in 1936, a modified proposal was accepted. By 1939, there were 44 school divisions. A further stage in the development of large units of administration commenced in 1951 with the formation of the County of Grande Prairie No. 1. The Coterminous Boundaries Commission in 1954 recommended that the boundaries of school divisions and municipalities be coterminous. Adoption of this proposal facilitated the formation of counties.

The county represents a major new approach to unifying all local government services. Its chief characteristic is the administration of school, municipal and health matters by one body of elected county councillors. The Commission acknowledges that "school services have been maintained with the same quality and concern as under any other form of local

government in Alberta",<sup>1</sup> but indicates some reservation about the reduction of education "from a top-priority service to just another municipal task of the same rank as snow-plowing, gravelling and grading roads and installing culverts".<sup>2</sup> This situation arises because a county school committee does not have the same legal powers and status as does a school board. One further complication is that a separate school supporter may be a county councillor. "Does he, as a separate school rate-payer, sit on the education committee for public schools? Does he, as a councillor, reject public school budgets, return estimates for reduction, control borrowing, or by by-law remove duties from the school committee and assume them himself? If he may do these things, the county has introduced an element of improper control over public school affairs. If he may not, then the county machinery collapses; separate school districts, it might be suggested, should become their own municipalities."<sup>3</sup> This weakness of the statutory provision for county government is dangerous if jurisdiction over public school matters rests only upon the goodwill and sense of propriety of any councillor. Finally, the major point is that the obliteration of education as a service of a special financial stature locally has possible dangerous long-range effects.

The larger units of administration, the shortage of teachers, resulting from World War II, the improvement of rural roads, and the use of vans all combined to develop the larger attendance areas of centralized schools. Thus, in 1942-43, some 81.76 percent of school districts operated schools, while in 1956-57 the corresponding figure was only 27.10. By 1957-58, there were only 384 one-room schools in Alberta, accommodating 5,294 pupils, mostly in isolated and sparsely populated areas of the province. Village and town schools are usually larger, and many are completely graded, that is, have at least one teacher per grade. Schools in divisions and counties encompass all sizes. By 1957-58, there were 227 small high schools, offering less than standard instruction time to 4,548 or 13.26 percent of all high school pupils, and 426 standard

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<sup>1</sup>page 252

<sup>2</sup>page 253

<sup>3</sup>page 253



instruction time schools with 29,753 or 86.74 percent of all high school pupils.

### **Problems in School Organization**

The small high schools just mentioned, in which the ratio of teachers to grades is less than one, characteristically have lower over-all pupil achievement and a higher rate of pupil drop-out than do larger schools. Many small high schools are perpetuated in hamlets and villages by vested interests and lack of awareness of their educational shortcomings. The small high school should be permitted to offer a narrow academic education for a few, or a good general program for all, but never both.

Centralized schools, either elementary or secondary, are usually graded. At the high school level they offer an academic program, a general or high school diploma program, and occasionally minor "vocational" programs. Such schools vary in size from three rooms up and are now the "typical" high schools for rural Alberta. Their greater size permits standard instruction time, a more varied program, specialization in instruction, and makes possible such services as guidance, health services and libraries. On the other hand, their disadvantages are that transportation is costly and time-consuming, and parents are reluctant to send their children far from home. "Centralized schools have undoubtedly improved rural education."<sup>4</sup>

The composite high school brings together two or three kinds of school program under one administration. "In part they represented a kind of reaction to the stigma which, it is alleged, frequently accompanied the separation of children of different abilities into different schools. It was thought, too, that it would be advantageous to bring children of all abilities together for citizenship and social purposes, without detriment to the educational program of any."<sup>5</sup> The advantages of composite schools include the development of favorable attitudes toward commercial and vocational courses, the provision of greater choices for students, ease of transfer from one course

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<sup>4</sup>page 256

<sup>5</sup>page 254

to another, greater retention, guidance facilities, and for students in the academic program some minor vocational supplementation. Their disadvantages are claimed to be the expense and ineffectiveness of the vocational offerings, a tendency for academic students to be diverted from their academic program, the large and impersonal nature of these schools, and too much exploration coupled with too little concentration.

### **Internal School Organization**

The administrative unit and kind of school affects educational practices and products. An even more direct effect is produced by internal organization of such matters as length of school day, length of school year, recesses, and the like. The Commission accepts the present length of the school day as suitable in the elementary school, has some reservations about the junior high school, but is convinced that the time is inadequate in senior high school. It is suggested that the extra time be devoted to supervised study, library, and laboratory work which would take the place of a good deal of the present homework. It is also emphasized that in implementing the increase in school time, failure to deal with the problem of staff load will defeat the prime purpose which is greater educational return.

#### **SUMMARY OF RECOMMENDATIONS 252-254**

That where circumstances warrant in the upper junior high school, the length of the school day be increased to 330 minutes of actual instruction time per day.

That in senior high schools, 330 minutes of actual instruction time become the minimum, and school boards be empowered to institute a minimum of 360 minutes of actual instruction time per day, and to add such extra supervised study time as they may be able to provide.

That the legal status of recess be changed so that provision of recess in the junior and senior high school require resolution of the board.

The Commission notes that one of the marks of a profession is inservice education without remuneration and on its



own time. There is public unease over the amount of school time taken for staff meetings, school organizations, institutes, conventions, principals' meetings, closing out the school year, and other such activities. For public relations reasons, and for professional development, the Commission recommends a re-assessment of these practices.

#### **Recommendations:**

255. That the Alberta Teachers' Association take the initiative in reassessing the obligations of teachers, vice-principals, principals and other members to give service beyond the normal period of ten months.

256. That the Alberta Teachers' Association re-examine the obligation of the profession to conduct self-improvement activities and essential meetings at such times as will not unduly reduce the length of the school year or shorten the school day.<sup>o</sup>

Efficiency in the use of expensive buildings and equipment is facilitated by a divided school year. Provision for individual differences such as giftedness or slow learning, ease of arranging for students who have to work part-time or need to pick up credit deficiencies, are further advantages. At present four schools (Lindsay Thurber Composite High School at Red Deer, Cardston High School, Alberta College in Edmonton, and Mount Royal College, Calgary) use a divided school year. While three quarters of three months each or two semesters of approximately four and one-half months each may not be readily adapted to all schools, and in particular to small high schools, the Commission believes their advantages for both high school and post-high school work far outweigh their disadvantages. Therefore, it recommends that the Educational Planning Commission, or a committee representing the University of Alberta, the Department of Education, and the public, study the implications of the divided school year for the whole educational system including high schools, community colleges, technical institutes, and the University. It further recommends that, if the divided school year is approved, the Department of Education govern its application in all non-accredited schools, but, even if the decision is not to

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<sup>o</sup>page 261

adopt it for the whole educational system, that the quarter system be used in community colleges and other selected schools.

### Accreditation

The degree of provincial control and local autonomy which should exist in various operations of the schools is a difficult matter. Accreditation means that the central government vouches for, or certifies that some school systems are competent to manage certain essential services for themselves. "It involves the placement of responsibility upon school boards who execute the resultant duties directly or through their staff, and within the scope of regulations designed to safeguard *clearly defined* public interests."<sup>7</sup> Already Alberta schools and school systems are accredited in many respects. They provide buildings and transportation (within the regulations governing health and safety); they employ, place, transfer, promote, and dismiss teachers (within certification regulations and provisions of *The School Act*); they promote children from grade to grade (but not at Grade IX and Grade XII); they modify courses of study (within the limits set forth in curriculum guides); and some large systems employ administrators and supervisors responsible to the board.

The degree of local autonomy and provincial regulation should be governed by three basic principles: the first concerning the long-term influence of complete regimentation as opposed to a proper degree of independence and freedom, the second concerning avoidance of indiscriminate transfer of functions to unqualified parties as opposed to those who are qualified, and finally concerning the isolation of those matters in which provincial regulation is necessary in the public interest regardless of the qualification of the local school system. "The Commission's views are that a proper degree of independence and freedom for local school systems is advantageous to education, that the degree of independence and freedom must vary directly as the qualification and competence of the school system, and that there are certain functions which the



province should continue to administer directly for all schools.”<sup>8</sup>

Suggested criteria for accreditation of schools include: (1) quality of the basic program as evidenced by qualifications of teachers, working conditions, essential services, and adequate libraries, equipment, and physical plant; (2) for extension of accreditation beyond the basic program, a demonstration by the schools of similar competence; and (3) the principal of the school properly qualified and with sufficient time for supervisory duties. These basic conditions in individual schools are prerequisite to accreditation of school systems. In addition, school systems must employ adequate administrative staff (a superintendent and assistants as required) and specialist staff (guidance, tests and measures personnel, and the like).

#### **SUMMARY OF RECOMMENDATIONS 1-4**

That accreditation of school systems be established subject only to the initial meeting and subsequent maintenance of specific requirements which are published in concrete form having the force of law, and that individual schools in systems not accredited be eligible for annual accreditation and that with these conditions the Department of Education have the power to grant or rescind accreditation.

#### **Facilities and Equipment**

With respect to school buildings, the Commission supports the principle that minimum standards (of health, safety, and effectiveness for instruction) be set centrally and that additional (but not conflicting) standards be added locally. Within this framework, the Commission foresees the expenditure of many millions of dollars on school buildings in the next 20 years, and despite minor abuses in the past, recommends that grants for school buildings be continued, and include essential non-instructional facilities. In order to collect and disseminate experience and opinion about school buildings, the Commission recommends that a School Buildings Advisory Committee be

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<sup>8</sup>pages 48-9

established to publish information for the guidance of school boards.

School buses transported 70,973 children daily in the year 1957. In general, the equipment and service are of a high order, and while in a few instances complaints are made about incompetent drivers and pupil discipline, on the whole "School buses are an accepted part of rural school life".\* However, the Commission cautions that the length of travel time be kept down to some reasonable norm.

The alternatives to bus service in sparsely settled areas are small high schools or dormitories for larger centralized high schools and community colleges. Residential schools (usually private) have made fine contributions to leadership in all walks of life in Canada. Although a strain of republicanism in Western Canada has deterred parents from sending their children to boarding schools, an increasing number are now doing so. This trend should induce rural people to re-examine the present double standard of education—an inferior standard in the country and a superior standard in the cities and towns—and consider the possibilities of properly built, well-equipped, and well-run dormitories. To further this possibility the Commission recommends that the Department of Education study the place of residences in the public school system, that building grants be extended to school residences, and that a plan be developed for training personnel to operate school residences.

The Commission, recognizing the need for suitable school libraries, indicated that both a central library and classroom libraries were desirable when suited to the school's needs. To assist in the development of school libraries the Commission recommends that a basic list of books be devised, that minimum or compulsory quotas be established for schools of various enrolment, that incentive grants be made, and that criteria be established to indicate the need for librarians in schools and school systems. In order that instruction in the use of libraries might be available to students, the Commission recommends (228 - 238) that all teachers secure such training in their professional preparation, and that the government consider

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\*page 234



asking the Univeristy of Alberta to introduce a library science course for teacher-librarians. In addition, the Commission recommends that the Department of Education provide specialist library supervision and advice for the public schools, that the possibility of coordinating all library service (including community, municipal, and regional libraries) be explored, that a provincial library servicing centre be considered, and that the possibility of the school library being open to the public be examined.

### **Audio-Visual Aids**

Some students of the subject believe that audio-visual aids and television could revolutionize education. Audio-visual instruction is not a new concept, since teachers have used blackboards, maps, pictures, graphs, models, and tours for many decades. New devices and modifications in record players, films and filmstrips, opaque projectors, and tape recorders have recently extended the possible use of audio-visual aids. While research indicates the value of each of these, it also demonstrates that they are adjuncts to, and not substitutes for, skilful teaching by competent teachers. The Audio-Visual Aids Branch of the Department of Education distributes on request films and filmstrips to schools. In the school year 1957-58, the circulation of films was 35,082 among the 10,000 classrooms in the province. The chief limitations to further use are lack of teacher competence in using films and limitation of service due to quotas and distribution problems. The Commission considered that decentralization would help solve the second difficulty mentioned, and recommends (239 - 243) that the Department of Education train (but not necessarily employ) persons to assist in extending inservice education of teachers in audio-visual aids, that the Faculty of Education consider an intensive short course in this area, that school boards be encouraged to build up their own audio-visual aid libraries and that, on the assumption that this will be done, the Department of Education re-examine its service.

Three series of broadcasts — provincial, regional, and national—are available to Alberta schools. These broadcasts serve principally the elementary and junior high school grades.



Approximately 100,000 students in Alberta listen to the school music broadcasts. The School Broadcast Branch offers a tape-recording service which greatly assists schools which have tape recorders. The Commission recognizes difficulties in the use of radio: those concerning reception, timetabling, equipment, and others. However, it concludes that the service merits extension.

The possibilities of television in education are great. Apart from adult and continuing education, in the public schools it can make available to all viewers the best teachers and the best instruction, it can make feasible the use of demonstration equipment and models not available to each and every teacher, and it can bring some background material before students which they would otherwise miss. The experiments which have been conducted indicate that teachers who view the work of specialists are themselves improved. In Alberta, the present television stations could reach 80 percent of all students. The possibilities in advanced learning programs for the gifted, and in equalizing opportunities for all students, are tremendous. On the basis of its study the Commission notes that, as with audio-visual aids, television will supplement rather than supplant regular teaching. The Commission recommends (244-249) that continued study be made of the best uses of television, that the existing channels be used for this study and experiment, that the provincial government finance educational television and seek to reserve channels for its programs, that study be made of the design of facilities best adapted to the use of television, and that the Faculty of Education consider the pre-service and inservice education of teachers in the use of television.

The Commission recognizes the special importance of laboratories, and indicates that physics and chemistry laboratories in the schools have improved over the last decade, although there is much room for improvement in biology laboratories. The function of school laboratories is vague: is it a sort of audio-visual demonstration (which appears to produce good results on examinations), or is it to develop laboratory habits and skills? In practice, the latter function is neglected and the Commission advocates that buildings be designed, and



laboratory assistants employed, so that laboratories can be used by students beyond regular class periods.

### Separate Schools

Only Roman Catholic and Protestant minorities in a school district have the privilege of forming separate schools. Although both denominations have exercised this right, the matter is fundamental to Catholics primarily. Submissions urging further development of separate school status were presented wholly by Catholic clergy and lay groups; therefore the Commission addressed itself to problems and hopes expressed by adherents of Catholicism.

Because population and resources have usually been adequate, separate schools in urban areas have not encountered many administrative stresses and strains. "In rural areas . . . splitting of school population, economic resources and school management have frequently produced meagre education and troublesome financial problems."<sup>10</sup> In such areas the development of "public" schools has outstripped that of separate schools. Separate school supporters point out that their operational unit remains the *district* while that of the public school is the *division* or *county*. These larger units have engulfed public school districts which, because of their religious majorities, formerly operated much in the manner of separate schools. Thus centralization has ended circumstances which permitted public schools in Catholic districts to approach separate school status. However, Catholic and non-Catholic children frequently ride the same bus to a school centre whereupon Catholic children attend the separate school. If parents of these children constitute a religious *majority* in a school district, they are not permitted to assign their school taxes in support of the separate school which their children attend. Catholic briefs suggested that Catholic parents who are not ratepayers of separate school districts should have the right to assign their school taxes in support of separate schools. These briefs also suggested that centralized public school systems were eligible for grants not available to separate schools. Another criticism was that the Catholic population is no longer

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<sup>10</sup>page 267

directly represented on government policy-making bodies and in the Department of Education. "The implication is that such Catholic members as may be in the legislature provide inadequate representation for purposes of Catholic education. A further implication is that representatives acceptable to the Catholic church should sit on a specially-constituted committee, or in the departmental offices, to safeguard the interests of the separate school system."<sup>11</sup> Specific statements on teacher education indicated that teachers for the Catholic separate school system should be prepared to interlock the whole educative effort with the teachings of the church. "Special courses, presumably in religion and religious education (for university credit) or, preferably, separate Catholic teacher-training institutions were suggested."<sup>12</sup> Finally, curriculum and texts would need to be acceptable to the separate schools.

The Commission considered these submissions carefully and enumerated the following statement of position:

1. Separate schools are first and foremost part of the public school system, whether Protestant or Catholic. They must maintain such standards and abide by whatever regulations may be thought appropriate to the public school system as a whole.
2. Separate school supporters have one unique right only—to establish a tax-supported denominational school system in any school district where they constitute a religious minority as among persons of all other religions. Beyond this, their "rights" are identical with the "rights" of public school supporters, as specified in the Alberta School Act.<sup>13</sup>

The Commission reviewed separate school aspirations as follows. It is most important to retain the legal right of minorities in school districts to establish separate schools. The term "district" (with minority school rights) should be extended to larger geographic areas, and supplemented by the right of persons with the same religion as those wishing to operate separate schools, to assign their taxes to the separate schools (whether in minority or not). "Under such circumstances children whose parents are of Catholic faith could achieve their

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<sup>11</sup>page 268

<sup>12</sup>page 268

<sup>13</sup>page 270



education under ideal conditions—in better schools and *segregated from all others of different religion.*”<sup>14</sup> Curriculum and texts should be scrutinized by religious authority for acceptability, teachers should be specially trained, and the religious minority should have special representation in government office. *“Separate school champions aspire to a completely dual public school system.”*<sup>15</sup>

The Commission reaffirmed the public school concept for a number of reasons.

No denominational group should have direct influence or control over even a segment of the public school system, particularly since denominational interests are given priority over educational interests in any situation where the two are in conflict. . . . not all Canadians take kindly to external authority, whatever its source, controlling or unduly influencing the nature of education in Alberta. . . . The indiscriminate establishment of some separate school districts in Alberta may be taken as a tangible indication of the priority of religious over secular tasks of education . . . [The Commission] feels strongly that the indiscriminate formation of separate schools not only weakens and disrupts the public schools, but also acts as a divisive force in many communities. The Commission appreciates the significance of religion to individuals, groups and society at large; but it contends that the strength and even the feasibility of a truly public school system lies in the separation of church and state. . . . Furthermore, it believes that not all adherents of Catholicism are adherents of the separate school concept. Dissension and lack of common belief as between the lay membership and hierarchy of a church must be attacked in the proper context by those concerned. These matters cannot be approached through special representation upon super-bodies or by denominational (and political) appointment to the civil service, the purpose of which would be to create policy and regulation weighted in favor of the church's point of view.<sup>16</sup>

The Commission also affirmed the view that the statement of the individual concerned should be the sole criterion determining whether he is a public school supporter or a separate school supporter, and that any departure from this may well be interpreted as an abrogation of his civil rights. The Commission commended the Ontario practice whereby the individual has the right to decide whether he will continue to support

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<sup>14</sup>page 270

<sup>15</sup>page 271

<sup>16</sup>pages 271-2

a public school or transfer his support to a separate school. Finally, the Commission questions the right of any religious group to provide sectarian instruction or indoctrination within regular class periods, as is implied by such requirements as proper interpretation of content, special texts, and denominationally acceptable teachers. "The Commission places the secular purposes of the public school system above the aspirations of any denomination insofar as they affect the public schools. . . . It is convinced that separate school ideals can be achieved more fully than now, through cooperation rather than segregation; and that the mutual respect and harmonious relationships in large urban areas can be attained elsewhere through a moderate approach."<sup>17</sup>

#### **SUMMARY OF RECOMMENDATIONS 268 - 273**

That the provincial government firmly resist any steps toward a dual school system, that no denomination be granted special representation at the provincial level on authoritative, regulatory, or official policy-making bodies governing public education, that controls be implemented to safeguard the scope and quality of the programs in both public and separate schools wherever these exist or are contemplated, that duplicate grants be avoided in any area where both public and separate schools exist, that the requirements for texts and references, curriculum and teacher training, be identical for public and separate schools, and that all provisions and regulations for accredited or non-accredited schools be applied to public and separate school systems alike.

#### **The Curriculum and Administrative Authority**

The role of the central authority (specifically, the Department of Education) is of basic significance in matters of curriculum. What kind and measure of control should the Department exercise over the school program, from the underlying aims on the one hand to the details of classroom procedure on the other? Briefly, the Commission's answer is that the Curriculum Branch has the prerogative and responsibility for the

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<sup>17</sup>page 273



shaping of courses—their objectives, their fundamental organization, and their content—but not the prescription of methodology. In clarification of this conclusion, the Commission states that: “While the school must be concerned with social and personal values, a clear distinction needs to be drawn between metaphysical and theological emphases, on the one hand, and generally recognized ‘goods’ such as honesty, truthfulness, human sympathy and respect, on the other. The former must not be authoritatively involved in the public school program. Indeed, the *ex-cathedra* pronouncement of any social or moral dogma—whether as objectives, content, attitudes, generalizations, outcomes, or whatever—is not only ethically inadmissible but is itself rote learning of the worst kind.”<sup>18</sup> With respect to methodology, the Commission states that this lies with the teacher, and is the logical outcome of his professional education and experience. “This view implies no denial of the central authority’s concern with method, nor of its right—even responsibility—to propose procedures based on research and expert opinion. But the Commission places its ultimate pedagogical faith in the preparation of competent teachers, not in Departmental fiat about teaching.”<sup>19</sup> With respect to course content, the Commission supports a required basic or minimum along with alternative bodies of content. With respect to courses, the Commission recognizes that differences in interest, ability, and needs require differentiated rather than uniform curricula.

#### SUMMARY OF RECOMMENDATIONS 15-19

That curriculum authority of the Department of Education be limited to course objective and content, that instruction in methodology be reserved for teacher education, that choice of methodology be a prerogative of teachers, and that curriculum guides be revised to conform to the above.

That a clear separation and distinction be made between authoritative (regulatory) documents such as curriculum

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<sup>18</sup>page 86

<sup>19</sup>page 86

guides and others of a service nature where suggestions (non-regulatory) are made.

That the curriculum be differentiated rather than a single uniform requirement.

With respect to accredited schools, the Commission recommends that, beyond the basic curriculum required by the Department of Education, accredited schools and systems be granted autonomy in curriculum. It should be emphasized that accreditation implies proper administration in terms of superintendent, supervisors, principals; effective instructional staff in terms of education, experience, and professionalism; effective facilities in terms of libraries, laboratories, access to special personnel; and the like. Systems or schools with such levels of excellence would be free to experiment in curriculum beyond that laid down by basic provincial requirements.

In the matter of textbooks, the Commission agreed that one book should contain the prescribed portion of each course and therefore recommended that the central authority (Department of Education) should authorize one, or approve any one of several equally acceptable texts. In the matter of curriculum committees, the Commission saw two roles: communication with the public about curriculum, and the detailed development of curriculum. The Commission recommended that the first role be developed further, and that the second be strengthened by adding more subject matter specialists, by paying realistic honoraria, by leave of absence from regular duties for committee members, and by adequate clerical assistance.

## Summary

Prior to the formation of the province in 1905, there were 602 school districts, typically sixteen square miles in area and governed by three trustees. Gradually, over the years, the present organization of school areas has developed, whereby districts exist in urban areas as the effective operational unit, but have been replaced in rural areas by divisions and counties, in which the municipal and school areas are coterminous. In divisions and counties, the use of vans has permitted centralization of schools, until in 1957-58 there were only 384



one-room schools left in the province. At the same time there were still 227 small high schools offering less than standard instruction time to 13.26 percent of all high school pupils. Such small high schools characteristically have lower over-all pupil achievement and a higher rate of pupil drop-out than do larger centralizations. These larger centralizations have greatly improved rural education by such means as graded classes, greater specialization of teaching, a more varied program, and such services as guidance and libraries. The parallel development, with parallel features, is the composite high school of the urban districts.

The Commission indicates some reservation about the county organization with the reduction of education "from a top-priority service to just another municipal task of the same rank as snow-plowing, gravelling and grading roads and installing culverts"<sup>20</sup> but concedes that so far, school services have been maintained in counties at the same standard as in other local areas.

The Commission recommends a lengthening of the school day and, wherever circumstances permit, the abolition of recess at the secondary level. Again, to increase the actual amount of time during which students are formally learning, the Commission recommends that The Alberta Teachers' Association take the initiative in encouraging school personnel to serve beyond the normal ten-month period and in reducing loss of school time caused by inservice education activities. To increase further the efficiency in the use of personnel and plant, the Commission recommends that for all levels of education (presumably from junior high school to university) the divided school year (semester or quarter system) be considered.

In the interests of local autonomy, local interest in school affairs, and adaptation of programs to local needs, the Commission recommends accredited schools and school systems. Some criteria for accreditation are suggested, but details are not given. Accredited schools and systems would have autonomy in curriculum beyond the basic program laid down by the province.

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To maintain present facilities and equipment and to meet foreseen expansion, the Commission recommends a continuation of building grants, and a School Buildings Advisory Committee. The Commission urges the serious consideration of properly-built, well-equipped, and well-run dormitories or school residences, especially for high school and community colleges in rural areas. Finally, the Commission singles out one very important facility, school libraries, and proposes a series of recommendations to develop and strengthen them.

Separate schools are fundamental to Catholics primarily. In rural areas the formation of separate schools may weaken both school systems by spreading students and resources too thin. At the same time, centralization in rural areas has reduced the practicability of rural Catholic minorities exercising their separate school rights. The Commission indicates that separate school aspirations include: preservation of minority school rights, extension of these to attendance areas larger than school districts, the additional right of Catholics (even if in the majority in a district) to allocate their taxes to the support of separate schools, the school segregation of Catholic children from those of different religion, curriculum and texts acceptable to religious authority, teachers specially trained, and special representation for Catholics in government office. *"Separate school champions aspire to a completely dual public school system."*<sup>21</sup> The Commission reaffirmed the public school concept because it held that no denomination should control even a segment of the public schools since, if conflict occurs, denominational interests take priority over educational interests; because indiscriminate formation of separate schools weakens the public schools and acts as a divisive force in many communities; and because the strength and even feasibility of a truly public school system lies in the separation of church and state. The Commission affirmed the view that the individual's statement should determine whether he is a public or a separate school supporter, and commended the Ontario practice whereby the individual has the right to decide whether he will continue to support the public or transfer his support to separate schools. The Commission recom-

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<sup>21</sup>page 271



mends that the government resist steps toward a dual school system, specifically, that no denomination be granted special representation on provincial policy-making bodies in education, that controls be implemented to safeguard the quality of education wherever separate schools exist or are contemplated, that requirements for curriculum, texts and teacher education be identical for public and separate schools, and that conditions surrounding accreditation be the same for public and separate schools.

The role of the Department of Education and its Curriculum Branch should be restricted to the objectives, content, and courses of a basic provincial program for all schools. Flexibility within courses and differentiated programs are recommended. Methodology should be left to teacher education and teacher choice. The Commission recommends an authorized text or an approved list of alternate texts, and a strengthening of committees which prepare courses of study.

## CHAPTER 4

# THE CURRICULUM FOR ALBERTA SCHOOLS

### The Development of Curriculum in Alberta

In 1933, a committee of three was assigned to study elementary education in Alberta. Two years later, the activity program was introduced, which was intended to raise students above rote learning only and to facilitate personal growth and desirable patterns of behavior. Later, this program was renamed the "enterprise" and the Commission notes that: "Although the enterprise method is now recognized as being effective in the hands of a capable teacher who subscribes to that method, who has a class of reasonable size and who has adequate library, there can be no doubt that its hasty imposition on the whole school system lacked safeguards."<sup>1</sup> The enterprise broke down discrete subject matter courses and reorganized their content around themes such as "Getting and Preparing Food". Materials which were not readily assimilated into the enterprise were handled separately as "parallel activities". The scope (variety of problems around which studies are to centre) and sequence (the series of social situations set forth for study) were outlined in the curriculum. Today, the elementary program includes those subjects ordinarily associated with this level of education (although the label may not be used): history, geography, civics, citizenship, ethics, health, science (all in the enterprise) and arithmetic, reading, literature (including poetry), composition, physical education, music, and art. While the time devoted to each of these subjects is not specified, the curriculum is uniform throughout the province for each grade. The Commission believes that, subject to modification to meet individual differences and some specific changes to be considered later, the general structure of the elementary program requires little alteration.

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<sup>1</sup>page 80



Junior high schools were developed to provide an educational environment for adolescents and to assist the transition from non-departmentalized (one teacher for all subjects) elementary schools to departmentalized (one teacher for each subject) high schools. Junior high schools started in Alberta in 1919; later they appeared in Winnipeg and Vancouver and following this lead they developed rapidly in Alberta cities during 1934 and 1935. The curriculum consists of a compulsory core of subjects, partially integrated or "blocked". Thus language and social studies may be "blocked". In addition, there are exploratory courses in cultural and practical studies. The concepts of scope and sequence, some prescription in method, and the unit method of organization are all features of the junior high school curriculum. At present the compulsory core includes for each year: social studies, language, literature, mathematics, science, physical education, health and personal development. The elective subjects, at least four of which should be taken in the three years, include: art, dramatics, music, home economics, industrial arts, agriculture, community economics, oral French, and typewriting.

The problem of developing high school facilities to fit the interests and abilities of Alberta youth is not new. In 1913, the three largest cities introduced technical or vocational schools. In 1914, the Department of Education planned a two-year commercial course for high schools and offered incentive grants. In 1935, Calgary adopted the composite high school. The Commission sensed that in Alberta the organization of specialized schools was more controversial than was that of diversified courses. Over the years the diversification of courses has increased. The former task of the high school—to prepare matriculants—has broadened to include general and vocational education. These changes, together with a stress on citizenship, according to the critics, tended to depreciate "the value of matriculation programs".<sup>2</sup>

At present, the high school diploma is granted for 100 credits (a credit is the amount of work that can be completed

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<sup>2</sup>page 83

in one 35-minute period per week during the year) according to the following requirements:

(a) Forty to forty-six credits in prescribed *constants*:

Language 10, 20	10 credits
Literature 10, 20	6 credits
English 30	5 credits
Social Studies 10, 20, 30	15 credits
Health and Personal Development 10	2-5 credits
Physical Education 10	2-5 credits

(b) Fifty-four to sixty credits in *electives*—that is, a sufficient number of credits in electives to make a grand total of at least 100 credits, including:

- i. Credit in at least one high school mathematics course.
- ii. Credit in at least one high school science course.
- iii. Credit in one Grade XII subject in addition to English 30 and Social Studies 30.<sup>a</sup>

Matriculation or university entrance is determined by the faculty to which admission is desired, and permits much less personal choice from the 110 subjects which have been outlined and authorized for the high school.

### Proposed Structure of the Secondary Curriculum

The relationship among compulsory subjects, 'stock' electives, special electives devised locally as experiments to meet local needs, and terminal courses is best portrayed in the chart "Structure by Grade Levels". Relative size of boxes indicates that in the junior high school, locally devised electives may be an increasing part of the curriculum from Grade VII to Grade IX. The compulsory core in the high school is, as now, small relative to the academic and general electives. The role of the Curriculum Branch is indicated: regulatory for the common curriculum and "stock" electives of the junior high school, and regulatory for the common core of the senior high school. Beyond this, in accredited schools (which according to the recommendations should develop their own electives) the Curriculum Branch would be advisory and generally regulatory for other electives, but have no part in terminal courses.

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# STRUCTURE BY GRADE LEVELS\*

Grade XII	The	Academic and			
Grade XI	Core	General Electives			
Grade X	A <sub>1</sub>	B <sub>1</sub>	C <sub>1</sub>	D	E
Grade IX					
Grade VIII					
Grade VII	A	B	C		

## Interpretation:

	Key	Provincial Role
	<b>Junior High School:</b>	
A.	Common curriculum	To construct and specify, to provide sources
B.	"Stock" electives	To construct and specify to provide sources
C.	Other electives to serve local development and to substitute for courses in Area B, or complement them.	To advise and generally regulate in accredited schools
	<b>Senior High School:</b>	
A <sub>1</sub>	Common core	To construct and specify, to provide sources
B <sub>1</sub>	"Stock" electives	To construct, to provide sources
C <sub>1</sub>	Other electives including academic, fine arts, vocational, etc. complementing or substituting for Area B <sub>1</sub> .	To advise and generally regulate in accredited schools
D. & E.	One and two-year terminal courses respectively.	

## **SUMMARY OF RECOMMENDATIONS 27 - 37**

That education be free for any student 21 years of age or younger in schools operated either by school boards or by the province, that terminal programs of at least one year and preferably two be offered for those who by ability or disposition would leave school at the age of 16 or at the end of Grade X, whichever comes sooner, and that the scope of public education be extended in the vocational area through the development of community colleges.

That more concentration (about 40 percent of total time) be devoted to one major area in Grade XI and XII by each student, that all programs emphasize computational and communication skills, that accredited schools develop intensive three-year programs in all fields of study (for example, matriculation, fine arts, physical education, business education), and that the compulsory core of subjects consist of English language, literature, social studies, at least one mathematics and one science, and at the Grade X level one hour of physical education and recreation.

That a minimum ratio of one teacher per grade be required in the high school except that in objectively defined isolated areas minor extensions of the program may be effected by correspondence courses.

That the minimum instruction time for a five-credit course be raised from 175 minutes per week to 225 minutes per week.

### **Subject Fields**

The following sections deal, subject by subject, with the compulsory or core program of the elementary and junior high school and with the basic courses for the high school diploma and matriculation.

#### **Reading and Literature**

At the elementary level, the Commission notes a major criticism of the reading program is that the method of teaching relies solely, or unduly, upon word recognition as opposed to phonics, with the result that children cannot "sound out"



new words for themselves. The Commission concedes that in the 1930's, phonics received less than adequate attention but notes that recent material for classroom use duly emphasizes phonics and that on the basis of tests administered here and elsewhere, Alberta children are performing favorably. The Commission recommends that study and experiment directed toward the improvement of reading be continued, and that specialists in reading, particularly in remedial reading, be prepared for work at *all grade levels*.

A second major criticism submitted to the Commission is that the content of elementary readers is mundane or trivial, doing nothing to kindle the imagination or to produce worthwhile learning. Here the Commission notes that the function of the reader is to teach reading skills, which may involve repetition. The function is not primarily to provide good literature, which is available elsewhere for the student who has mastered reading. The Commission therefore recommends that at the elementary level, in addition to the basic reading program, a literature program be prescribed. This would involve the provision of a wider variety of books than at present, and should have the effect of introducing children to good books as well as enabling them to read them.

The Commission reviews the objectives of literature in the secondary schools as follows: enjoyment, broadening of understanding of other people and oneself, acquaintance with the literary heritage, and the development of literary standards. To fulfil these purposes the content of the program should illustrate literary types, levels of difficulty, different geographic origins of selections, historic perspective from classic to contemporary, and varying reading difficulty. To implement these views the Commission recommends that curriculum guides distinguish clearly between the aims of literature specifically and the contributions of literature to general education, that a course similar to Literature 21 be developed as an option for each senior high school grade, that library books be correlated with literature in such aspects as author, literary type, classic and contemporary literature, and that audio-visual aids of all kinds be used in the literature program.

## **Languages**

The purpose of language is effective communication. The Commission concluded that the present body of language content from Grade I to Grade XII is "adequate to today's needs and suitable to pupil abilities".<sup>5</sup> Two general faults are pointed out: an undue application of spiralling or repetition of subject-matter at increasingly advanced level, and the lack of clear prescription of what is to be taught in the basic course, which lack tends to cause drill, review, and testing to be neglected. Recommendations 45 - 55 propose remedies, largely applicable at the elementary and junior high school level, as follows: that curriculum guides at all levels contain specific statements of basic content and skills, that new content of major significance be clearly indicated, that fewer topics be treated more intensively than heretofore, that a sequence of texts be developed to achieve these ends, that the use of work-books be re-examined for their effect on composition, that appropriate drill be restored as a means of securing facility in language skills, that achievement and diagnostic tests be made available, that classes be held to reasonable size to give the teacher a reasonable work-load, and that the province exercise leadership in matters of acceleration, retardation, enrichment, promotions, etc., to assist teachers in meeting the problem of individual differences. The curriculum guide in handwriting is considered to be satisfactory, therefore deficiencies are attributed to faulty teaching. The Commission recommends that legibility and neatness be required in every subject in every grade. Spelling requires development in the elementary and junior high schools and maintenance in high school, so the Commission recommends that alertness in spelling be developed in all subject areas at all grade levels.

## **Social Studies**

The term itself refers to a subject of the curriculum which draws its content extensively from a variety of related disciplines (history, geography, economics, civics, sociology, anthropology) and which arranges this content in themes for a

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<sup>5</sup>page 102



grade, such as "The Development of Canadian Culture" (Grade VII). The Commission accepts the social studies concept as educationally desirable while objecting to some of its results. "One of the latter seems to be a lack of concern with facts. The Commission would like to see pupils more knowledgeable about the general features of the Canadian scene—including geography, immediate history, the working of local and provincial government and the obligations and responsibilities of citizenship. In this regard the Commission commends appropriate emphasis upon current social and political problems. The above applies particularly at the Grade IX and X levels, where many pupils leave school. This emphasis should be continued and strengthened in the later high school program, with particular attention to the Canadian constitution and its origins."<sup>6</sup> Therefore the Commission recommends that within the present program greater emphasis be placed on a basic core of precise factual knowledge.

Three other features of the social studies program are criticized by the Commission. The first is the tendency to dictate teaching method and organization, the second is the requirement of several textbooks per course, and the third is the repetition of content at some grade levels. Each of these has been the subject of Commission recommendations.

Additional specific recommendations (57-59) for the elementary school enterprise include: that in order to avoid superficial treatment, repetition be reduced; that mastery of course content be stressed through reviews, exercises, and the like; and that the Department of Education exercise leadership in the development of a testing program concerned with facts as well as with generalizations and attitudes. The Commission does not object on pedagogical grounds to the "block" arrangement of language and social studies at the junior high school level, but to the prescription of the "block" by the Department of Education. Such matters should be in the hands of teacher, principal, and superintendent. Recommendation 60 states that courses in language and in social studies should be separately prescribed. At the senior high school the Commission recom-

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<sup>6</sup>page 104

mends Afro-Asian studies, and indicates (but does not recommend as such) that: "Both content reorganization and the development of special academic electives should be considered strongly as means of keeping social studies courses appropriate to the twentieth century."<sup>7</sup>

### Mathematics

The application of mathematics to many new fields, from computing machines to quality control, has created so many changes that the revolution in mathematics on which these are based is bound to affect the school program. It is said that most of today's school mathematics is at least 150 years old. "Unfortunately, the growing concern for the introduction of modern mathematics in the public school curriculum is unaccompanied by an equal certainty as to what shall be introduced, and where."<sup>8</sup> The Commission therefore recommends that this be the subject of special study, experiment, and gradual try-out.

The Commission compares the arithmetic curriculum of 1929 with that of 1949 and finds the first characterized by rapid introduction of concepts and "review, drill and facility" while the latter has more gradual introduction of concepts and greater emphasis on understanding basic operations and on problem-solving. The present curriculum has introduced more content than the former by the end of Grade VI, and indeed "compares favorably with others across Canada".<sup>9</sup> The Commission concurs in the view expressed in many briefs that understanding, reasoning, relationships, and problem-solving are indispensable emphases in mathematics, and that these can be retained while students still can "achieve higher degrees of facility and automatic response".<sup>10</sup> It therefore recommends a re-emphasis on accuracy and automatic response.

At the junior high school level the transition from arithmetic to more abstract mathematics, and a prescribed course for all students of varying interests and ability, present special

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<sup>9</sup>page 107

<sup>10</sup>page 108



problems. The Commission recommends that accredited schools and school systems explore differentiation of mathematics courses in the junior high school. This implies a basic course prescribed by the Department of Education. A serious criticism of the present basic course is its emphasis on the "social implications" of mathematics. Recommendation 65 indicates that this emphasis should be reduced.

The Commission was assured through a number of briefs that the four-course (Mathematics 10, 20, 30 and 31) matriculation program in mathematics at the senior high school level generally contained much of current value to the further study of mathematics and offered sufficient challenge to "above-average" students. Deficiencies in the program must therefore be attributed to loss of total instruction time and to the textbook nature of the course. The concentration of study previously recommended would increase total time for mathematically-minded students, and the Commission recommends that models and other aids be used in the classroom, and mathematics laboratories be developed. Finally, the Commission recommends an aggressive inservice education program to upgrade poorly prepared mathematics teachers and to keep well-prepared teachers abreast of the field. The report cites Lindstedt's study<sup>11</sup> to show that the percentage of mathematics teachers with no university courses in mathematics ranges from 75.7 percent at Grade VII to 16.5 percent at Grade XII.

### Science

There can be little doubt that technological developments in the past 30 years have placed both general and specific scientific knowledge in an increasingly vital role. Nothing less than national security, not to mention our standard of living, depend upon extensive and intensive science education. The Commission concludes that advanced science education need not and should not exclude education in the humanities and social sciences, but it is confident that a major contribution of the public school system can be the maximum preparation of a core of future scientists. It is equally confident that science education of suitable nature is indispensable to future citizens generally.<sup>12</sup>

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<sup>11</sup>page 111

<sup>12</sup>pages 111-2

With respect to science in the elementary school the Commission makes the same criticisms as for other subjects: repetition and lack of a prescribed text. However, the content is considered to be "potentially strong and suitable". Present revisions underway in junior high school science should correct the weaknesses found there. Plans at the senior high school level provide for three years of physics and chemistry. To supplement this program the Commission recommends at least one survey-type course in physical science be provided as a non-matriculation elective, that a two-year sequence of biology be provided as a matriculation science route, and that at least one biology elective be retained in early high school grades.

### **Other Courses**

After reviewing the history of experiments with two-year matriculation courses in French, Latin, and German, and attempts to supplement this instruction by courses in oral French in the larger schools, the Commission recommends a three-year matriculation sequence in these languages.

"No area of the curriculum has come under more criticism than Health and Personal Development."<sup>13</sup> The Commission supports the continuing concern of the public schools with the larger areas in which the course deals, but in recommendations 73 - 83 advocates the dismantling of Health and Personal Development as courses; the preservation with modifications of the content of health, safety, and occupations; and the assignment of orientation to school life, study habits, individual and group standards and values to teacher training, local administration, and inservice education.

The purposes of physical education, as seen by the Commission, are to promote physical fitness, to teach the means by which physical fitness may be achieved, to encourage informed interest in athletic activities, and to provide a background that will carry through adult life. In order to further these purposes the Commission recommends that the minimum indoor and outdoor facilities, outlined in the curriculum guides, be at least met and preferably exceeded, that time allotments in the elementary and junior high schools be 90-100 minutes

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<sup>13</sup>page 115



and 105 minutes per week respectively, and in the senior high school be 60 non-credit minutes per week (replacing the present two credits in physical education). In order to provide for the concentration previously mentioned, the Commission recommends that a sequence of three five-credit specialized courses in physical education be developed for Grades X, XI, and XII.

Music and art in the elementary school were criticized before the Commission as "frills". The Commission does not concur in this criticism. Rather, it sees these courses developing appreciation and individual expression. The Commission concludes that instruction in these subjects should be preserved and improved.

Exploratory subjects in the junior high school are the subject of recommendations 89 and 90. The Commission notes that the purpose of these courses is to develop interests and aptitudes so that the student may make wise choices in the following high school program. Unfortunately, too frequently the student does not choose the course he will take (that is, it becomes a compulsory rather than an elective course) because the class or the administration makes the choice. A minimum exploratory program is recommended as follows: in the junior high school each pupil must take at least one but not more than two courses from each of (a) and (b) and at least one course from (c) as follows: (a) art, music, and dramatics; (b) economics and industrial arts; (c) other fields than (a) and (b).

The senior high school subject areas of fine arts and industrial arts both warrant changes in the view of the Commission. There is need of extension of the offering in the fine arts area to permit either matriculation or non-matriculation students to specialize in the senior grades. The industrial arts courses could contribute more toward general education if there were a change in the amount of time they receive (whether more or less is not specified) and if the possibility of making them laboratory courses were explored.

## **Examinations and Standards**

The curriculum, especially in the junior and senior high schools, is profoundly affected by examinations. The two major

issues isolated by the Commission were the desirability of extending departmental examinations to all grades of (say) VII to XII inclusive, and the desirability of abandoning grading according to the normal curve in favor of "straight percentages".

In the past, as long ago as 1919, students were promoted in high school on recommendation of their teacher. In 1906, the maximum scores obtainable in various subjects in Standard VIII (corresponding to Grade XII) varied from 75 to 125, and the pass mark was 34 percent of this maximum in all subjects except English, for which it was 40 percent. Even in those days, exceptions were made, and a student was granted a pass in a subject he had really failed because of excellent overall achievement. Again, if the failure rate were too high, all the marks were given a bonus. By 1925 the maximum raw score in each subject was 100 and the pass mark was 40. This was the last year that aggregate score (the sum of marks earned in all subjects written) was used as the major basis for determining who passed and who failed.

At present, for both Grade IX and Grade XII examinations, the highest raw score obtained in the province in a subject is awarded a scaled score of 100, and the lowest is awarded a scaled score of zero or near zero. Intermediate raw scores are spread between these limits without disturbing their rank order. Letter grades, scaled scores, and the percentage of pupils allocated these scores are shown below.

Letter Grade	Scaled Score	Percent of All Pupils Writing Who Receive Given Scores	
		Grade IX	Grade XII
H	80-100	10	5
A	65-79	25	20
B	50-64	35	35
C	40-49	20	25
D	0-39	10	15

It should be noted that regardless of the proportion the raw score is of total score, the top 70 percent of students in Grade IX receive a "B" or higher standing, while the corresponding Grade XII figure is 60 percent. At the Grade IX level



an aggregate system based on a maximum of 500 scaled scores determines standing: the top 5 percent obtain honors, the next 85 percent pass, and the bottom 10 percent of all candidates fail. Thus a student may fail one or more subjects and pass his year, or pass a few subjects and fail his year. At the Grade XII level, passing or failing is subject by subject, where 15 percent fail outright, and an additional 25 percent fail in terms of matriculation but not in terms of a high school diploma. Matriculation requires an average of 60 percent (really meaning an average scaled score of at least 60). To attain this, in general, the student must present an average which places him in the top 37 percent of all candidates who write Grade XII examinations.

The system of a pre-set failure rate described above cannot of itself maintain standards. To the charge that this system has permitted standards to fall the corresponding counter-charge is that it has permitted standards to rise. Evidence indicates that between 1951 and 1957 standards fell in Grade IX and Grade XII mathematics and to a lesser extent in Grade XII French, but not in other subjects. In the past, maintenance of standards assumed that persons who set and marked the papers from year to year could maintain uniformity, while at present the assumption is that the total group of candidates performs uniformly from year to year. Both assumptions can be attacked. Particularly, the assumption of uniform performance from year to year would be untenable, if general intellectual ability declined (due to retaining a larger proportion of students in the secondary school), or if promotion practices in terms of pupil achievement in preceding grades were to become progressively more lax. Since the Commission was unable on the basis of evidence collected to make definitive statements about standards, and could not foresee under present conditions any change in this condition, it recommended that ways and means be devised to control and stabilize standards of achievement over long-term periods of time. Such means are "feasible and possible".<sup>14</sup>

Examinations may be objectively-scored (featuring many items of types such as completion, multiple-choice, true-false),

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<sup>14</sup>page 61



or essay-type (featuring answers at length in the pupil's own words, or figures—problems in mathematics or physics would belong here). The strength of the objectively-scored examination lies in better sampling of the course, reliability in marking, cheaper marking costs, and with newer forms, the testing of higher mental processes such as organization, application, and interpretation. The strength of the essay examination is its good effect on study habits and teaching practices. The strength of the one kind is in general the weakness of the other. The Commission recommends that intensive study be given to the length and to the use of various types of questions in departmental examinations.

“External examinations, for example those set and marked by the provincial Department of Education, tend to establish relatively uniform standards of achievement which are widely recognized and generally understood.”<sup>15</sup> They motivate teachers and pupils, control the curriculum, and provide valuable data for research. On the other hand, they exalt the written above the spoken, magnify memory and mastery of fact over understanding and liveliness of mind, and begin as a means but become an end in themselves. Considering all of these tendencies, the Commission recommends that Grade IX and Grade XII examinations be retained as at present, and that departmental examinations be reinstated at Grade X and XI in non-accredited schools and school systems for matriculation courses and that they be made available for use at local discretion in accredited schools. In addition, the Commission advocated a procedure designed to insure a certain level of competence in all school leavers, without, however, indicating how the recommendations could be enforced.

#### **Recommendations:**

10. That *all* students leaving high school at any stage be required to write tests of computational and communicational skills, and that a satisfactory level of achievement be required and be sufficient as a partial basis upon which to grant a high school diploma.

11. That such standardized tests be wholly and directly administered by the Department of Education for non-accredited schools and that they be distributed for local administration by accredited schools.

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<sup>15</sup>page 65



12. That accredited schools be given the power to recommend regarding the whole program of their pupils who qualify for high school diplomas, subject to Recommendations 9, 10 and 11, above.<sup>16</sup>

The internal testing program is at least as important as external examinations. Individual teacher, school-wide, or system-wide tests involve increasing degrees of professional competence. The Commission therefore recommends that each major school system secure the services of a person trained and competent in testing and measurement. On the broader scale, particularly to develop Alberta norms for standardized tests and to provide evidence on the standards of departmental examinations, the Commission recommends that a bureau of tests and standards be created in the Department of Education.

### **The Acceptability of Alberta Matriculants in Alberta and Elsewhere**

"Closely related to examinations, one of the most disturbing and contentious issues placed before the Commission had regard to the admissibility of Alberta matriculants to universities, particularly those outside Alberta."<sup>17</sup> The Commission gathered data on this problem from briefs, hearings, and supporting documents, from Alberta school principals, and from expert opinion. Taking all sources of information into consideration, the Commission presented five conclusions. First, a wide variety of requirements exists across Canada for matriculation into different faculties of different universities so that a student may have clear matriculation in his own province to a given faculty but be admitted with a deficiency or not at all in another province. This is true of Alberta students seeking admission elsewhere, and students from other provinces seeking admission to Alberta. Second, students attending high school in Alberta can usually plan a program which provides admission to the chosen faculty or school of another province, except as restricted by limited offerings of small high schools and by provinces which require Grade XIII for senior matriculation (in which case additional study or admission with deficiency may be required). Third, "in general, the academic

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<sup>16</sup>page 68

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standard of matriculation obtained in the schools of Alberta is as high as senior matriculation obtained in the schools of any other province in Canada excluding the two provinces of British Columbia and Ontario which require Grade XIII or equivalent for senior matriculation".<sup>18</sup> Fourth, the Alberta student who matriculates without trigonometry and with only two years of language study is likely to find himself at a disadvantage if he is continuing study of these subjects elsewhere in Canada. The lack of these subjects is the most common cause of difficulty in admission to other universities or in poor performance in university courses based on these subjects. Fifth, "this study has strongly underlined a need for more nearly uniform matriculation requirements across Canada, or for greater coordination of universities' policies regarding admissions. No small part of public confusion and concern regarding this matter seems to be related to a profusion of 'office' practices from one campus to another".<sup>19</sup>

## Special Curriculum Issues

### Languages other than English

Having already recommended an increase from two to three years in the matriculation courses of French, Latin, and German, the Commission turns to languages other than English and their place in the instructional program of the elementary school. Section 385 of *The School Act* specifies English as the official language of instruction in Alberta schools, section 386 permits the board of a district to have a primary course taught in the French language, and section 387 permits instruction in languages other than English and French to be paid for by the parents of the children concerned, and presumably to take place outside of regular school hours. The regulations which describe in detail the primary course in French indicate that during the first year French is the language of instruction and English a subject of study; during the second year the teaching of reading in English shall be started, and from Grade III on a period of one hour per day may be allotted to the teach-

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<sup>18</sup>page 74

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ing of French up to Grade VIII. Under present regulations oral or conversational French may be elected in Grades IX, X, and XI. The Commission notes that these provisions were intended for, and are used in, French-speaking communities.

The Commission doubts that English-French bilingualism is a feasible "universal" objective for the schools of Alberta, and concludes that: "Authoritative action to achieve bilingualism or the uniform, province-wide study of two or more languages would only be a faulty attempt to achieve numerous legitimate objectives by one central prescription. The Commission prefers to support different developments in those communities where interest is high and the school is capable."<sup>20</sup>

#### **Recommendations:**

91. That in all schools in which the board by resolution decides to offer a primary course in one or more languages which represent mother-tongues in the community, the provisions and status now accorded French be extended to these other languages.

92. That in Grades III-VI inclusive, instruction in a second language, including French, as a subject of study and *not* as a language of instruction, be reduced to one-half hour per day.

93. That in Grades VII-XII inclusive, all non-accredited schools be limited to instruction in those language courses prescribed by the Department of Education.

94. That in Grades VII-XII inclusive, in accredited schools, instruction in any modern language, including French, be permitted at local discretion, at public expense, and with a view to both bilingualism and future academic study.

95. That a special committee including language specialists, teachers and education officials, be established to review and guide efforts of accredited schools, to study and suggest the best instructional procedures and equipment, and to maintain an aggressive effort in general to foster the study of modern languages.<sup>21</sup>

#### **Religious Education**

Many diverse and conflicting proposals regarding the place of religious education in the public schools have been brought before the Commission. Some spokesmen feel that religion should infuse all curricular subjects, while others would make religious education a

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<sup>20</sup>page 126

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credit-carrying elective subject in secondary grades; some emphasize that instruction should be devoted to one religion, while others urge that it be simply an objective study of all religions; some would have it a compulsory part of the child's school experience, while others declare flatly that it has no place in the schools.<sup>22</sup>

At present, sections 390-392 of *The School Act* require that school be opened by the reading of a passage of the scripture followed by the Lord's Prayer (unless the board directs otherwise); permit a board to authorize religious instruction during the last half hour of each school day (or at other times for one-half hour a day in departmentalized high schools); provide that these powers be vested in the district rather than the divisional board; and require that the district board be permitted to select its teacher for religious instruction. The features of these provisions include a major onus on parents to initiate religious education through local boards or to withdraw their children from it, and a provision that no teacher who is unwilling may be charged by the board to teach religion. The Commission notes that: "The features of these provisions of *The School Act* merit continuation in law. . . . In view of the current divergence of public opinion and in recognition of the religious mixture of a typical public school, the Commission cannot support compulsory religious education. . . . Religion in its sectarian form is a function of home and church. . . . The potentialities of the present provision for religious education have been by no means exhausted. Therefore, the Commission feels there is no need to extend these provisions. One of the more fruitful ways of fully using the time now available might be to follow the lead of Ontario. In this province, a syllabus is used which satisfies the majority of Protestant denominations. A degree of cooperation might indeed facilitate the development of such a syllabus in Alberta, and be an encouragement and service to parents who wish their children to receive religious education in the schools."<sup>23</sup> The Commission also commended the comparative and historical study of *religions* in the higher grades.

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<sup>22</sup>pages 126-7

<sup>23</sup>pages 127-8



## Driver Education

Last year 3,205 persons were killed and 73,000 injured on Canada's highways. More than half the deaths were caused by untrained teen-agers and drivers in their early twenties. These facts constitute the problem, one solution of which is the request by the Alberta Motor Association and others for driver education in the public schools, as an optional subject or extra-curricular activity. "The Commission is unanimously in favor of the development of a program of driver education . . . [but] . . . is not prepared to place the major onus for driver education upon the schools."<sup>24</sup> The Commission suggests that if the equivalent of the Alberta Motor Association course in driver education were mandatory, many groups could contribute toward the provision of this service, especially if their efforts were coordinated by a central agency. Therefore the Commission recommends that school boards and the Department of Education, along with the other interested bodies, study the possibility of driver education as an extra-curricular activity *independent of present school personnel except in an appropriate cooperative sense, to be self-supporting financially, to be out of regular school time and hours and to be under the control of specially qualified personnel.* In addition, the Commission recommends that trustees, teachers, and home and school groups be brought together by the Department of Education to consider in detail the proper relationship of school officials and personnel to a driver education program; that the above group notify the Minister of Highways of its intention to co-operate, if he convenes a driver education committee to organize a driver education program as outlined; and that suitable materials be provided to give driver education greater emphasis in the safety-education program now in the curriculum.

## Elective Programs

The high school program previously considered was the academic or major portion of the curriculum. In addition to these compulsory courses, each school, according to its size,

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<sup>24</sup>pages 129-30



offers "non-academic" electives. Both past practice and the Commission's conviction support the provision of a series of "tracks" or different programs in the secondary school. Thus, the matriculation program already considered is one track, while others are general, technical, and commercial. In the Commission's view, any "track" should offer relatively deep concentration of effort in some subject area, and perhaps lead directly to some immediate goal such as further education or occupation. Two programs, matriculation and commercial, generally have this quality, while in a few schools certain subjects in the general program, or aspect of technical "tracks" have achieved intense and sequential instruction. The Commission looks to community colleges to provide the occupational and vocational "tracks" of the depth desired.

Whenever electives are provided, the possibility of inappropriate choice is present: matriculation calibre students choosing non-academic electives, or non-matriculation calibre students choosing academic electives. The latter appears to be more common. The Commission recommends that steps be taken by all schools to secure parents' understanding and concurrence in their children's registrations in high school courses.

The Commission notes that more young people can and should profit from higher education, but it cannot accept the view that all people of university calibre should attend university. "The Commission is not prepared to espouse a hierarchy of school programs which is based upon a hierarchy of IQ scores. Giftedness and abilities defy simple classifications. . . . It would seem unwise to strive for an occupational population-structure nearly synonymous with a scale of 'measured' intelligence."<sup>25</sup>

The distinction between general education electives and vocational training is of concern to the Commission, as for example in general mechanics and automotives. It is suggested that general education courses are of educational value to all (the core courses), or are related to the culture (music and art), or have utility (as with consumer science and mathematics). Whatever the basis of the distinction, the Commission

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<sup>25</sup>page 136



recommends (101 - 103) that it be made, that present courses which are near-vocational be reviewed so that they become acceptable to business and the trades, and that they be offered only in community colleges and city systems.

## **Business Education**

Business education, more commonly known as the "commercial course" in the high school, allocates 40 percent of the student's time to the compulsory core (English, social studies, etc.), 40 percent to the commercial subjects, and the remaining 20 percent to electives. A persistent problem in business education has been the confusion of general education courses for all students and genuine vocational preparation. Obviously the latter must go far beyond the learning of elementary skills. In addition, students must have basic prerequisite preparation (especially competence in English) in order to profit from the depth of study required. The Commission therefore recommends that business education be maintained and further developed in the public schools, that clear distinctions be made between general education and vocational courses, that employers cooperate with the schools in emphasizing to students the necessity of completing their programs, and that suitable prerequisite competence be required of students embarking on business education.

Employers prefer to hire matriculants before they hire those who have a high school diploma, perhaps because the standards of matriculation have remained clearly defined and well-preserved so that matriculation has been the best-predictor of maturity and competence. However, it is clearly unrealistic to hope to both maintain matriculation standards and to supply enough matriculants to meet employers' needs. "... in a large degree the satisfaction of employers' demands must rely upon specifying levels of skills and abilities required by particular jobs and the development of correspondingly appropriate levels of school achievement."<sup>26</sup> Since businessmen stressed the importance of the communication skills (speaking, listening, writing, reading, and comprehension) for employees,

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<sup>26</sup>page 141

and the importance of work habits and attitudes (accuracy, thoroughness, dependability, responsibility, interest, ability to think and analyze and get along with others), the Commission concludes that "the public schools are suitable and perhaps preferable institutions in which to offer a compulsory core of subjects . . . to accompany business education and vocational education generally".<sup>27</sup> The Commission therefore recommends (108) close liaison between the schools and business with regard to level of ability, courses, and levels of achievement required for business education.

### **Agricultural Education**

Prior to 1930, a bookish course in agriculture was taught in Grade VIII, and at the high school level, Agriculture 1 and Agriculture 2 (also largely bookish). More recently, agricultural courses have become elective (as opposed to the former compulsory status). In 1958-59, there were 54 classes in agriculture in Grade X, five agriculture classes in Grade XI, and two in Grade XII.

Schools of agriculture were established in 1913 by the Department of Agriculture. Their purpose was and still is to train young men as farmers and young women as homemakers, or in the latter case, for minor employment. In the early years attendance at these schools could lead to the university, but now the entrance requirements to the Faculty of Agriculture are matriculation. Facilities in these schools have been and are good, including dormitories which have been an unquestioned success. Enrolment, however, has barely held its own, because of the general decrease in farm population, the decrease in the number of farm operators, increasing job opportunities in urban areas, and the expansion of general educational opportunities.

The Commission notes that today's farmer must be a scientist, a mechanic, and a business manager. Vocation education for such a career will require a depth of study. However, the general education in agriculture at present contains too much detail. The Commission therefore recommends a revision in the elective courses in agriculture in Grade IX and

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Grade X to one or two courses emphasizing the nature and importance of agriculture in our economy. With respect to the present vocational agriculture in Grades XI and XII, the recommendation is that these courses be restricted as at present or abolished in favor of the task being done by community colleges.

Vocational agricultural education should be carried on in the present Schools of Agriculture, which the Commission anticipates will be the nucleus of a system of community colleges. In agriculture, the following types of program are recommended: scientific agriculture, farm mechanics, farm management, farm marketing, rural sociology, citizenship, leadership training, specialist training (e.g., livestock inspectors), home-making, specialized trades (e.g., egg graders). The Commission sees three levels of agricultural education in terms of content and intensity: occupations, vocations, and vocational specialties. The Commission recommends (111-119) that occupational courses, terminal at the Grade X level, be devised; that three-year vocational courses be designed for Grades X-XII; and that two-year specialty courses be designed for graduates of these vocational courses and for qualified adults. The Commission further recommends that such vocational programs be credited toward a high school diploma, to the amount of (approximately) 50 percent, the balance to be general education core courses in English language and literature, social studies, physical education, mathematics, and science "of a nature and level appropriate to the vocation".<sup>28</sup> Finally, the Commission recommends that the present schools of agriculture be transformed into community colleges, preferably under local control but, failing that, under the Department of Education.

### Community Colleges

As seen by the Commission, the community college would be a special kind of school offering a special curriculum. It would coordinate and decentralize educational offerings such as those of Schools of Agriculture, some of those of the Insti-

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tute of Technology and Art, trades training, recreational, forestry, and health courses. Thus, the Commission recommends (120) "That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centres to be known as Community Colleges".<sup>29</sup> Co-ordination would be brought about by the Department of Education *administering* the various offerings of the Department of Agriculture, Trade and Industry, Economic Affairs, Lands and Forests, and Public Health which would become part of the curriculum of community colleges. The local administration is illustrated in that of Lethbridge Junior College, where Lethbridge Public School District No. 51, Lethbridge Separate School District No. 9, and seven surrounding school areas combine for organizational and administrative purposes. On this basis, a community college would have an elected regional board as its governing body, advised by a Regional Advisory Committee. Therefore recommendations 123 - 125 call for the development of a master plan of regions with recommended locations for community colleges, legislation authorizing regionally elected boards, and a Regional Advisory Committee "upon which shall sit competent representatives of the various vocations and trades related to college programs".<sup>30</sup>

The purpose of the community college is "*to bring vocational and other special 'non-academic' programs into the public school system rather than to cause high schools, as we know them, to move fully and as separate entities into these programs*".<sup>31</sup> "The community college is intended to decentralize educational facilities for vocations and trades, to enlarge the availability of these and other high quality programs for the youth of the province, and—through increased local initiative and responsibility—to provide for all ages a diversity of programs not likely in a highly centralized system."<sup>32</sup> Thus community colleges will extend training facilities for the non-professional and the semiskilled, in programs

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for carpenters, plumbers, bricklayers, plasterers, and related trades, and for service trades such as retail clerks, hair dressers, machine operators, and maintenance men. The preparation will extend to the commercial field in typists, dictaphone operators, filing clerks, and receptionists; to institutional service workers, in cooks, waitresses, caretakers, laundry operators, dry cleaning plant operators; and to operators of farm machinery agencies, sales clerks, and the like. It should be borne in mind that the students who can best profit from the community college program include 60 to 70 percent of the group from ages 15 to 21 who "either because of lack of academic interest or capacity cannot or will not complete the requirements of a professional or semi-professional program".<sup>33</sup> In addition to the vocational preparation indicated, the colleges will provide the core of subjects in English, mathematics, social studies, and citizenship required to round out each student's program for a high school diploma.

"The community college concept does, in fact, involve a redefinition of the public school system. The traditional curriculum will be supplemented by that of trades and tradesmen, of other vocations and their practitioners, of more highly developed fine arts and competent musicians and artists, of physical fitness and recreation courses and specialist personnel."<sup>34</sup> In city areas, the addition of vocational wings to existing composite schools would transform these into community college buildings. However, it is not intended that the community college offer the matriculation program, except perhaps for special winter and summer session courses to serve students brought in from isolated areas. Again, it is not intended that community colleges offer university courses. This is reserved for the junior college. Nor is it intended that the community college embark on the training of technologists at a semi-professional level. This function would remain with the Institute of Technology and Art.

In order to serve the needs of the community, the Commission recommends that the quarter system be adopted. It also recommends that the province finance the building and

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<sup>34</sup>pages 156-7

capital items of equipment, and rent them to the regional boards. These boards would receive regular grants and whatever additional grants were approved by the legislature. It should be recalled from previous recommendations that education would be free up to 21 years of age or a total of 12 years of schooling, whichever is first, except that any student over 18 who failed a course should be required to pay a tuition fee. This recommendation, the Commission states, should apply in all parts of the public school system.

Two categories of teachers will be required: one category trained as indicated in Chapter 2 and one trained in the vocational skill, the communication skills, and in the methodology of teaching the vocational skill. The first category would teach the general education courses and the second category would teach the vocational courses. In addition to teachers, special personnel would include deans, department heads, guidance personnel, dormitory supervisors, cooks, etc. All of these would have to be of a very high quality.

"Existing Schools of Agriculture, the Lethbridge Junior College, and, to a lesser extent, some of the Composite High Schools, lend themselves admirably to development as community colleges. This type of institution can play a particularly vital role in expanding Alberta's rural educational opportunities."<sup>35</sup>

## Summary

Since 1935, elementary education in Alberta has used the enterprise method, designed to raise students above rote learning and to facilitate personal and behavioral outcomes. A number of studies such as history, geography, civics, citizenship, and science are included in the enterprise. Other studies are carried on outside of the enterprise. The Commission saw no need for jettisoning the present elementary program. Junior high school education features an integrated or blocked core, e.g., language with social studies, and a series of elective subjects. The junior high school is intended to provide an educational environment for adolescents and a transition to depart-

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mentalized instruction. A persistent problem in high school education is to fit the program to the interests and abilities of youth. Certainly, the former task of the high school—to prepare matriculants—has broadened to include the provision of general and vocational education.

The Commission recommends free education in the public schools for students 21 years of age or younger, terminal programs for non-matriculation pupils, the extension of vocational education through community colleges, more depth or concentration (up to 40 percent of Grade XI and XII) devoted to a major area of study by each student, and an increase in minimum instruction time for a five-credit course from 175 to 225 minutes per week.

In the subject fields, the Commission deals with the curriculum subject by subject. Thus, the criticism that selections in readers have no literary value, and that sight methods of teaching reading should be abandoned in favor of phonics, are both considered. In language the report recommends a re-emphasis on drill, review and testing, elimination of repetition in courses, and that classes be held to a reasonable size to facilitate checking. The Commission accepts the social studies concept as essentially sound but calls for greater mastery of facts, particularly about the Canadian scene. It objects to prescription of method, to repetition of content in successive grades, and to lack of one prescribed text. It indicates some favoring of special academic electives in the senior grades. The "new mathematics" receives consideration although the Commission recognizes that a well-defined school program is not available. It favors retention of emphasis on understanding while at the same time strengthening automatic response. At the junior high school level it recommends a reduction in the emphasis on social implications. At the high school level the chief difficulties are the total instruction time available and the "textbook" nature of the courses. In science, changes already underway were deemed satisfactory. In French, Latin, and German the Commission recommended a three-year matriculation sequence. It recommended the dismantling of health and personal development as courses, retaining certain parts of health, safety, and occupations in the curriculum.

After reviewing departmental examinations, the Commission recommends that they be retained at the Grade IX and Grade XII levels with feasible modification which would permit the long-range appraisal of standards. Departmental examinations for Grades X and XI are recommended for non-accredited schools, and would be available for use in all schools. In addition, it proposes that achievement tests in communication and computational skills for all students be made available by the Department of Education and their use be mandatory in non-accredited schools.

The acceptability of Alberta matriculants in the University of Alberta and elsewhere received close attention from the Commission, which obtained relevant information from three sources. The conclusion was that Alberta matriculants with only two years of language and without trigonometry might experience difficulty in further study based on these foundations, but in general the academic standing of Alberta matriculants compares favorably with those from other provinces where Grade XII is accepted for senior matriculation.

With respect to instruction in a language (other than English) which is the native tongue of the children involved, the Commission recommends that the regulations applicable to French be extended to other languages, that in Grades III-VI inclusive as a subject of study the language be allocated one-half hour a day, that in non-accredited schools in Grades VII-XII study of languages other than English be governed by Department of Education regulations, but in accredited schools in these grades instruction be permitted at local discretion.

After considering the difficult question of religious education the Commission opposed compulsory religious education and advocated the more extensive use of the present pertinent provisions. Driver education as such was supported by the Commission but not as a credit-bearing part of the high school program. Elective programs should continue to function in the present four "track" pattern: matriculation, general, technical, and commercial. These latter two require greater depth and a clear vocational emphasis. Thus the Commission recommends that business education be continued and further



developed in the public schools. Vocational agriculture belongs with the schools of agriculture, which would be the nucleus of community colleges. Present school options in agriculture at the Grade IX and X level should emphasize the nature and importance of agriculture in our economy.

A major new proposal made by the Commission is regional community colleges. These would decentralize general and vocational education by the regional training of non-professional and semiskilled workers. It is anticipated that the program proposed would be suited to 60-70 percent of the present high school population. Dormitory facilities would permit students from sparsely settled areas to attend. Certainly, the community college concept does, in fact, involve a redefinition of the public school system.

## CHAPTER 5

### SOME BROAD ISSUES

#### Adult Education

There is considerable evidence that public education should include adult education. Business and professional groups seek to upgrade standards through intensive short courses. Voluntary organizations want leadership training. Technological advances displace workers and make leisure time available for those retained. Above all, the rapid scientific advances of our society require that elementary and secondary education (once thought to be the end of education for many) be extended to the third phase, adult education. This would deal mainly with citizenship, use of leisure time, and leadership.

The actual facts in Alberta corroborate the above analysis. In 1918, the Department of Extension at the University of Alberta started an annual short course—the Farm Young People's Week. In 1959, the number of short courses, conferences, and schools held at the Banff Centre for Continuing Education was over 100, enrolling 8,500 persons.

The Commission sees a need for leadership training if adult education is to be disseminated in the province. Community centres require leaders. These could be nominated by various existing organizations (farm, cooperative, trade, or church groups). A sequence of leadership courses, designed to distinguish between the preoccupations of age groups (age 35 being taken as a dividing line), would be provided, probably increasing in length and based on selection of persons from the shorter initial courses. The curriculum would include community programs, planning and specialization, and how to communicate; the technique of working with groups; the history and evolution of democratic society; and the like. To implement this leadership training program the Commission recommends (129) that the Banff School of Fine Arts and Centre for Continuing Education be developed as a leadership training centre.



The operation of the adult education program would be through an extension of existing facilities. These include University of Alberta short courses and evening division courses, terminal courses at Lethbridge Junior College, and adult education programs offered by school boards. To coordinate, encourage, and assist, the Commission recommends (130) that an Office of Adult Education be established by the Department of Education.

Adult education has always been largely self-supporting. The use of existing educational facilities can be greatly extended. Therefore grants are needed mainly for development, overhead, and experimental work. School boards, county councils, the provincial government are potential sources, along with such outside sources as foundations, the Canada Council, and certain federal government departments.

The foregoing plan . . . represents a deliberate attempt to train people at all levels of educational attainment and experience in the practical methods and techniques of intelligent community action in a free society, where such action can be initiated and carried through only by persuasion, conviction, and voluntary action.<sup>1</sup>

### **The Education of Ethnic Groups**

In Alberta, Hutterite schools are part of the public school system. In 1958, there were 923 Hutterite children attending 40 one-roomed schools in Alberta colonies. Despite the fact that taxation, grants, teacher certification, and curriculum required are the same for Hutterites as for other people in Alberta, the Commission notes that "school facilities are poor, the program is inadequate, and the objectives that warrant public support are nullified by internally planned counter-action".<sup>2</sup> This condition may be attributable to the 1918 agreement between the Hutterites and the Dominion government. Regardless of the cause, the Commission recommends that the same standards and emphasis on citizenship be required in Hutterite schools as in all other Alberta schools.

There are some 5,000 Indian children of school age in Alberta. Although their education is a federal responsibility,

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the policy is that wherever possible they be educated in public schools, and since 1957 Alberta school boards have been permitted to enter into agreements to do this. There are, however, wide differences in the Indian people, from the nomadic bands of the north to the settled agriculturalists of the south. The gap between the Indian child's life and the curriculum is very great. Teachers of Indian children need more than missionary zeal to render adequate service. All in all, the Commission agrees with the brief of the Indian Association of Alberta: "There has not been broad nor deep enough concern on the part of either the federal or Alberta provincial governments of the welfare of the Indian child. . . . The times call for a program of vision, understanding and vigor."<sup>3</sup> The Commission therefore recommends (261 - 267) that the province accept more responsibility for the education of Indian children, that the policy of integration be studied and where deemed best, non-Indian children be given special education so that they may appreciate the problems of Indian children. All the recommendations of the report should apply to Indian children, and the social studies courses should give a fair treatment to the place of the Indian in Canadian history. Adult education should be extended to Indians, and no Indian children should be denied education for lack of finances.

### **Supporting Services**

No matter how the school is organized, how well-prepared the teacher, or what the curriculum, certain services are essential for the smooth operation of the instructional program. For example, some arrangement must be provided by which students obtain texts and school libraries secure books. In Alberta, the School Book Branch provides this service at cost. The chief merits of this arrangement are the economy from bulk ordering and a single fixed price for a text for any child in Alberta. Criticisms centre around shortages. These appear to be due to two causes: primarily to inadequate ordering practices by school boards, but also to the reluctance of the branch to overstock. The Commission therefore recommends that boards order early and carefully, and that the branch

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refuse to accept responsibility for delivery unless these conditions are met.

A second supporting service mentioned is the Correspondence School Branch. As: "Its efforts have received nothing but hearty commendation"<sup>4</sup>, the Commission makes no recommendations.

The health of the child is a parental responsibility, yet it is well known that poor health can hinder learning. The grouping of large numbers of children in schools may spread communicable diseases and at the same time facilitate detection of ill health and dissemination of health information. For these reasons, school health services are necessary. The school, as an educational institution, cannot provide medical services, but has a responsibility to cooperate with the health agencies of the community. This practice would involve teachers' knowing what services are available and the teacher's proper behavior toward pupils, parents, and health personnel. The Commission in recommendations 199-205 advocates an appraisal of present school health services, further cooperation with community services with a view to increasing school health provisions, that centralized facilities in schools be provided for health services, that special educational personnel be available for liaison with health personnel, that teachers be trained through the Faculty of Education and inservice education to cooperate with health personnel, that examinations of all children entering Grade I be required and that thereafter periodic examinations be conducted.

A specialized aspect of health services for schools is the Alberta Provincial Guidance Clinics. Approximately three-quarters of new cases are behavioral, emotional, and educational problems of children ages 5 - 18. While the guidance clinics have provided excellent service, their chief weakness has been lack of staff, which limited service to diagnosis and made treatment virtually impossible. The Commission therefore recommends (206) that guidance clinics, adequately staffed, to provide both diagnosis and treatment, be established to serve all rural and urban areas in Alberta.

Financial aid programs constitute another supporting service. Unless a student can afford to attend, he cannot use educational provisions. In addition, relief from financial worry may permit higher achievement. The cost of education includes fees (where charged), food, clothing, shelter, books, and the "hidden" cost of participating in activities associated with school attendance. A survey by The Alberta Teachers' Association indicated that in 1958, curricular and extra-curricular "hidden" costs ranged from \$72 per pupil in Grade X to \$90 in Grade XII. The Commission found that many sources of money are available to students at the high school and university level, but recommended a central office to publicize, co-ordinate, and administer financial aid programs for donors.

An indirect supporting service is the acceptance of the school as a community centre. Its gymnasium, auditorium, and playing field can thus serve the community, and can thus be justified by optimal use. Therefore the Commission recommends (208 - 210) that a policy be adopted of channeling provincial funds, resources, or advice through a board representing school and municipal authorities in matters of educational, recreational, or cultural services, and that the school be used as the nucleus of community centres and of adult education, social purposes, and recreation.

### **The Education of Exceptional Children**

Atypical children, whether gifted, mentally or physically handicapped, or emotionally disturbed, require different kinds of special services in their education. Estimates vary regarding the incidence of such conditions, but all agree in suggesting that atypical children in need of special services exceed the facilities. Thus, it is estimated that two percent of the school population or 5,000 students are in need of programs for mentally retarded children offered in special classes, but only 500 are enrolled. There are waiting lists for the Provincial Training School and for schools operated by councils for retarded children. The latter are handicapped for space, training facilities, and finances and are unable to offer the placement and follow-up services provided by the Provincial Training School. The School for the Deaf is commended by the Com-



mission, as are the provisions for educating the blind at centres outside of Alberta. The two Cerebral Palsy Clinics are doing good work but their services also require expansion. The Bowden Provincial Institute and the Alberta Institution for Girls at Belmont both use correspondence courses in the education of older offenders, and at Bowden regular classroom instruction is provided for juvenile offenders. Difficulties include inadequate libraries, lack of teachers prepared for and suited to this specialized job, and lack of adequate psychiatric and guidance services. Throughout all the aspects of special education mentioned above, the Commission recognizes the good work currently being done and the real difficulty in procuring teachers with the proper training. It recommends (211-213) that the provincial government administer and finance the education of the handicapped, that the Department of Education arrange services for handicapped children in sparsely populated areas, and that a representative committee be established to study education of the handicapped along broad lines and recommend a suitable program for introduction in Alberta.

Giftedness includes high general intelligence and special talent in fine arts or mechanical fields. In general, these talents are not even being identified, let alone developed to their fruition. The Commission indicates that the top 5 percent of elementary students are "gifted", that estimates indicate 12.3 percent are capable of university education, and 33 percent of any age group are capable of success in post-secondary education. In Canada, only five percent pursue higher education. In Alberta, ten percent of the Grade IX class of 1955 earned matriculation within three years and six percent went directly on to university. Relative to students starting in Grade I, these percentages would be considerably lower. The information is provided from another source that during one year, of Grade XII students in the top quarter on a scholastic aptitude test, some 30 percent went on to the University of Alberta while 70 percent did not. Considering all these data, the Commission recommends that a more intensive study of the cause of drop-outs among the gifted be pursued, with a view to finding remedies.

Identification of the gifted and special programs for their education have lagged in Alberta. The Commission indicates that school boards have not exercised the powers they possess in this field, and recommends (215 - 220) that boards establish policy about identification and treatment of the gifted, that accredited schools develop programs for the gifted, and that the Department of Education assist such ventures by operating as a clearing house for information, by extending radio and television programs, and the like. If the local school system is incapable of providing a program for the gifted, the Commission recommends that these children be subsidized to attend schools where such programs are offered, and that boards of accredited schools be empowered to modify regulations which restrict programs for the gifted, subject to notifying the Department of Education.

### **Research in Education**

Educational research is a special service in the sense that it provides the data which can determine conclusions and on which policy can be based. In its own work the Commission felt the need for such data, and was forced to carry out ten research projects. Many briefs urged that resources for educational research should be provided. The reliance of business and industry on basic and applied research supports the view that education would be bettered by a tremendous expansion of research facilities.

Until recently, educational research in Alberta was confined to post-graduate work at the university. In 1953, the Alberta Advisory Committee on Educational Research was formed to promote, finance, and publish educational research in Alberta. This committee represents the University of Alberta, Department of Education, the Alberta School Trustees' Association, The Alberta Teachers' Association, and The Alberta Federation of Home and School Associations Incorporated. In 1955, it established the first educational research journal in Canada—*The Alberta Journal of Educational Research*. In 1959, the first of a monograph series in educational research was published. A newsletter addressed to laymen has also been published.



These developments in the Faculty of Education at the university have made a small but significant contribution to knowledge on Canadian education. Other moves toward increase in educational research include the appointment by the Department of Education of a Coordinator of Tests and Measurements, similarly by the Edmonton Public School Board of a Director of Research and Personnel, the development of the Five Schools Project (involving principals, superintendents, and inspectors in the Red Deer - Edmonton area) and the appointment of the Matriculation Study Subcommittee. These individuals and groups are evidence of a growing awareness of the importance of educational research in Alberta.

The Commission quotes a special memorandum prepared by the Faculty of Education on specific needs in educational research which is summarized below.

<b>Research Type</b>	<b>Appropriate Research Workers</b>
1. General problems of society.	Sociologists, economists, educators, or teams of these.
2. Problems of particular interest to responsible groups, e.g. Canadian Education Association.	(a) A well trained research staff assembled on an ad hoc basis, or (b) A permanent educational research organization (modelled after the Research Council of Alberta), or (c) Special staff in the Faculty of Education under the Director of Educational Research as a special project.
3. Theoretical and practical problems in education.	Faculty of Education staff and graduate students.
4. Facts about schools, pupils, teachers, examination results and the like.	Department of Education research staff.

The Commission recognizes that two major agencies, the University of Alberta and the Department of Education, would be involved in carrying out the four types of research outlined,

and adds to these a third: the Alberta Educational Planning Commission. Recognizing the above division of responsibility, the Commission recommends (274) that the Department of Education establish as soon as possible an office of standards, statistics, and information (presumably closely allied with the Central Registry of Teachers since it is recommended that one director serve both). At the university, it is suggested that other faculties such as Agriculture and Arts and Science be represented in the university's section of the Alberta Committee on Educational Research. This committee would receive for approval research applications from individuals, divisions or departments which had passed through the appropriate faculty organization. A research project originating outside the university would be assigned by the committee to the individual or group best qualified to carry it out. The university should provide a full-time director of educational research attached to the Faculty of Education. A minimum staff should be provided. Capital costs for space and equipment are estimated at \$175,000 to \$200,000, and annual operating costs for machines, staff, library, supplies, and publication at \$151,000. The Commission then specifically recommends (275 - 279) that space and equipment costing \$200,000 be immediately made available by the provincial government and the University of Alberta, that the university start the annual staff budget at \$100,000, that capital and operating grants be provided for educational research on the basis of that used for the Research Council of Alberta, that the university prepare a five-year plan of educational research projects and conduct a campaign for outside financial support for these, and that the legislature constitute the Alberta Advisory Committee on Educational Research on a revised and formal basis.

### **The Alberta Educational Planning Commission**

This is an era of "five-year plans". The rapidity of change, so startlingly emphasized by the conquest of space, requires much more study, analysis, and anticipation of trends and developments than has been provided in the past.

Although thoughtful people would accept this generalization, all must be made aware of its implication—that never before have the



lives of people and their standards of living been so absolutely dependent upon a high quality of education. Education is the magic key that is unlocking the Pandora's box of universal plenty. It is the symbol of hope for the millions in under-developed countries. It is an instrument of national policy to an extent unknown in world history: in the second half of the twentieth century we ignore this fact at our peril. It is, therefore, imperative that we establish some effective machinery for anticipating and accurately assessing educational needs substantially in advance of their occurrence.<sup>5</sup>

Not only would the Educational Planning Commission need information for assessing the present educational situation and making recommendations for the future, but so would the public. In a democracy, educational progress will be helped or hindered, and educational reforms will succeed or fail in terms of the quality of public judgment and support. Therefore, one part of the Educational Planning Commission should be an office of public information, to develop understanding and prevent public misinformation.

The purposes and functions of the proposed Commission are stated as follows.

1. To give full time to the careful assessment and anticipation of educational needs in the broadest sense of the term.
2. To study, evaluate, and report upon new ideas, methods, projects, and developments which would have a bearing on the provision of educational facilities, their geographic location, and their relationship to existing or potential institutions.
3. To study continuously and to assess the coordination of educational resources, and to make recommendations as to the agencies which should carry out the program.

The Educational Planning Commission would in one sense be comparable to a continuing Royal Commission, which would discharge its responsibilities in the following manner and in such others as may be appropriate to given situations.

1. Conducting public hearings on specific problems.
2. Holding private consultations in fields of controversy on matters of educational need—whether of program, plant or other facilities.
3. Either causing to be done, or itself sponsoring research in areas where insufficient evidence is available to formulate policy.
4. Studying and evaluating the provisions for special types of education (e.g., for the handicapped, the delinquent, the retarded);

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assessing needs for and reporting upon requirements for special types of vocational education, and making recommendations as to what agencies and where the work would be done.

5. Giving the public a continuous means of expressing their views and acting as a vital public relations agency for education. (This would involve either publishing or causing to be published or otherwise making available the most authoritative information on questions of public educational policy.)<sup>a</sup>

It is proposed that the Commission consist of a full-time chairman (a man of outstanding qualities in the field of education, science, or business) at a salary of \$17,000 to \$20,000; a vice-chairman qualified in one of the fields of sociology, education, or economics at a salary of \$14,000; a third full-time member qualified in one of the fields not represented by the other two at a salary of \$12,000; and two part-time members who would receive \$100 a day when the Commission was sitting. Terms of office would be five, three, one, three, and two years respectively. It is proposed that the Commission be appointed by the government, that it not be under any minister or department, but that it should report directly to the legislature. It would be staffed with administrative, stenographic, and research personnel housed in the Department of Education.

The Royal Commission anticipated economies from the above proposal. Particularly, planning before capital projects and educational programs are started, could save more than its annual cost (estimated at \$100,000). Other savings might result from eliminating duplication of services, dispensing with some advisory committees, and in providing information which increasingly in the future would have to be paid for at professional rates.

The Royal Commission therefore recommends (280): "That a competent and authoritative body to be known as the Alberta Educational Planning Commission be established by Act of the Legislature at the earliest opportunity."

### **Divergent Opinion**

In this section of the report the commissioners who signed the majority report comment on the minority report signed

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by Commissioner John S. Cormack. They state that during the middle stages of the Commission's work a divergence of opinion regarding separate schools widened into a cleavage of thought regarding the role of philosophy in the public schools. They quote the minority report as follows "that within our province and to some extent even in our educational system are protagonists of two basic schools of educational thought, the traditionalist or essentialist on the one hand and the progressivist or modern on the other".<sup>8</sup> They indicate that the minority report clearly accepts essentialism, and oversimplifies in inferring that this philosophic position is accompanied by educational practices which differ from all others. Wherever current conditions are not identical with those ascribed to essentialism, they are attributed to "progressivism". They indicate that this kind of logic is used to discredit various opinions and practices with which the dissenting commissioner disagreed, and that this kind of logic led to unwarranted conclusions such as "... the progressivist philosophy has made its greatest gains . . . in school organization, teacher training, curriculum, and testing".<sup>9</sup> They further state that the dissenting commissioner concludes that Alberta education is now progressive but that it used to be essentialist, and that professional groups (presumably from teachers through superintendents to Department of Education and Faculty of Education personnel) tend to be progressivist.

The Commission states that it is not aware of evidence which would prove that educators as a class are more or less "progressive" than other citizens. It emphatically rejects the implication that progressivism has run rampant in Alberta. It admits that progressive thinking, along with many other schools of thought, has influenced education in Alberta. The Commission refuses to espouse any one school and instead made several recommendations "with the express purpose of protecting society at large from the authoritarian zeal of a particular philosophy or philosophies".<sup>10</sup>

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287 The Commissioners who signed the majority report state that substantial sections of the minority report champion the cause of the forgotten parent whose rights, it is alleged, have been negated by Alberta educators. "The minority report seems to envisage the restoration of parental 'rights' as requiring the extensive demolition of the present educational structure, perhaps to the point where individual parents or small unanimous groups would exercise considerable influence upon the interna of the local school."<sup>11</sup>

It is difficult to appreciate just how parental rights would flourish under the educational domination of "right-wing" members of the essentialist philosophy. At any rate, the majority Commissioners cannot concur with the extreme means suggested to "restore" parental rights, namely that each local school board (in a 16 square-mile school district) and each Home and School group (in larger districts such as cities) should have authority over matters such as courses of study, curriculum, texts, and teaching methods. The result would be twofold: to produce educational chaos and to thereby render the ruins of the public school system susceptible to rebuilding by numerous other "authoritative" forces who would construct denominational school systems. The majority Commissioners are opposed unalterably to any such development.<sup>12</sup>

Finally, the commissioners who signed the majority report claim distortion in the minority report (for example, sections dealing with the community colleges, Educational Planning Commission, vocational education, and accreditation) brought about by attributing positions to the majority which they in fact did not assume. Such misunderstanding and misinterpretation, it is indicated, could have perhaps been avoided had the minority commissioner attended the meetings at which many majority decisions were being reached.

## Summary

Yesterday, a Grade VIII diploma, today, a high school diploma, and tomorrow, continuing or adult education will mark the educated man. To meet the real need for upgrading of standards in business and professional groups, for citizenship training, and for the wise use of leisure time, there has

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been a growing demand for adult education. The Commission proposes leadership training at the Banff Centre for Continuing Education and an Office of Adult Education in the Department of Education to encourage the development of adult education.

The Commission gives special attention to two ethnic groups, Hutterites and Indians. With respect to the former, it suggests that standards of performance and emphasis on citizenship be enforced. With respect to the latter, it recommends that the province accept more responsibility in the education of Indian children, that understanding of their problems be developed, and that social studies courses give a fair treatment to the place of the Indian in Canadian history.

A number of supporting services are reviewed, including the School Book Branch, the Correspondence School Branch, and the Provincial Guidance Clinics. While each of these is doing good work, in general, modifications and extensions of their services are required. The function of school health services is to provide detection of ill health and dissemination of information rather than providing treatment. To operate effectively, teachers and other school personnel must know their proper role and how to work with the health personnel involved. Financial aid programs have already been extended. The chief need now is for coordination and dissemination of information from a central office. The use of the school as a community centre supports and justifies gymnasias, auditoria, swimming pools, and playing fields which are sometimes wrongly attacked as "frills". The Commission urged coordinated development and financial support of educational, recreational, and cultural services.

In the education of atypical children the Commission recommends that the Department of Education administer and finance (but not necessarily actually provide) special education for the handicapped. The Commission recognizes the need for special programs for the gifted and in general recommends that school boards, assisted by Department of Education services, develop such special programs.

The need for educational research is stressed in the report, and a plan for financing and organizing research is recom-

mended. Appropriate kinds of educational research would be developed by the Department of Education, the Alberta Advisory Committee on Educational Research, and by a proposed Educational Planning Commission. A research centre and research personnel would be located in the University of Alberta. An initial capital budget of \$200,000 and an initial annual operating budget of \$100,000 are proposed.

In order to continue the research, analysis, appraisal and planning of the kind done by the Royal Commission, it advocates a permanent Educational Planning Commission appointed by the government and reporting to the legislature.

Finally, the commissioners who signed the majority report express their divergence in view with the minority report, particularly with respect to the minority presentation of two philosophies of education, essentialist and progressivist. Another divergence which is emphasized is the minority report's championing of "the forgotten parent", with the allegation that Alberta educators have negated these rights.



## RECOMMENDATIONS

### Accreditation of Schools

1. That a plan of accreditation be evolved whereby qualifying school systems will be accredited forthwith upon the establishment of their qualifications, such accreditation to be for an indefinite period but contingent upon the preservation of qualifications.
2. That the plan provide also for the accreditation of *individual* schools in systems other than those accredited as in Recommendation 1, above, for a definite period of one year.
3. That all factors, including the criteria listed above, which will determine eligibility for accreditation be developed fully and publicized in concrete form having the force of law.
4. That subject to these specific provisions, Recommendations 1-3 inclusive, the Department of Education have the power to grant or rescind accreditation.

### Departmental Examinations

5. That ways and means be developed to control and stabilize standards of achievement over long-term periods of time.
6. That intensive study be afforded the length of examinations, and the appropriate use and balance of various types of questions which comprise departmental examinations.
7. That departmental examinations continue in all schools in Grade IX.
8. That departmental examinations be reinstated for all matriculation-program courses in Grades X and XI in all non-accredited schools and school systems; and that these examinations be made available for use at local discretion in accredited schools or school systems.
9. That the departmental examinations be maintained at the Grade XII level in all schools, and extended to all matriculation courses.
10. That *all* students leaving high school at any stage be required to write tests of computational and communicational skills, and that a satisfactory level of achievement be required and be sufficient as a partial basis upon which to grant a high school diploma.
11. That such standardized tests be wholly and directly administered by the Department of Education for non-accredited schools and that they be distributed for local administration by accredited schools.
12. That accredited schools be given the power to recommend regarding the whole program of their pupils who qualify for high school diplomas, subject to Recommendations 9, 10 and 11, above.
13. That each major school system—including cities, divisions and counties—secure the services of, or have ready access to, a trained and competent person in testing and measurement.
14. That a Bureau of Tests and Standards be created in the Department of Education to facilitate the development of standardized tests,

to upgrade local testing programs, and to sample and maintain continuous records of achievement in crucial subject areas throughout the whole school system.

### Curriculum Authority

15. That the curriculum authority of the Department of Education be limited to matters of course objectives and content at the various grade levels.
16. That instruction in education methods be reserved for teacher education; and that the choice of methods (including organization for teaching) be a prerogative of teachers.
17. That curriculum guides be revised to provide a clear statement of the content basic to each course, and to specify a source of this content together with minimum materials, equipment and facilities (including library).
18. That authoritative publications such as curriculum guides be separate from those of a service nature—through which the Department may formally support non-authoritative views in many aspects of education.
19. That the general nature of the curriculum be so conceived as to provide appropriate differentiation at all school levels.
20. That schools and systems designated as accredited be granted autonomy in matters of curriculum.
21. That one basic text (to be developed, if necessary) containing all *prescribed* content be authorized for each course.
22. That the basic text be either *authorized* (i.e., required) or *approved* (i.e., selected from one or more alternates, any of which meets equally well the requirements of the course).
23. That curriculum committees as a means of promoting more effective communication between the public and the Department of Education be further explored and developed.
24. That skilled working committees be representatively constituted of teachers, public education officials, and non-public education personnel who are specialists in the subject matter.
25. That realistic honoraria be paid to members of working committees.
26. That provision be made for relief from regular duties, leaves of absence and adequate clerical assistance for those requested to assist the Department in curriculum work.

### Curriculum Structure

27. That the scope of educational offerings at public expense in the public school system be broadened to include appropriate courses in many vocational areas.



28. That such programs be achieved through the promotion and development of community colleges.
29. That a minimum of ten years of education be held desirable for those pupils who by ability or disposition are not likely to proceed further.
30. That terminal programs of at least one year, and preferably two, be devised for pupils in the above category—who will leave school at age 16 or at the end of Grade X, whichever comes sooner.
31. That all youth 21 years of age and under be entitled to twelve years of education at public expense in any program for which they may be eligible, in schools operated either by school boards or by the province.
32. That the compulsory core of the high-school curriculum consist of English language, literature, social studies and, at the Grade X level, a minimum of one hour per week in physical education and recreation; further, that every student enrol in one course in each of mathematics and science.
33. That in addition to the above, more intensive three-year programs be developed in accredited schools in all fields of study—including matriculation, fine arts, physical education, business education, and a variety of other programs leading to post-secondary study, or of a terminal or vocational or general nature.
34. That in Grades XI and XII at least one major area of each student's program be studied intensively (about 40 percent of the total time) so as to develop his fullest capacity in that area.
35. That all programs, and especially those designed to terminate prior to the end of Grade XII, emphasize appropriate computational and communication skills.
36. That a minimum ratio of one teacher per grade govern the local establishment of high school services to be offered by instruction; and that in isolated areas, so defined according to objective criteria, such minor extensions of the program as may be required by the implied limit be effected by correspondence courses.
37. That the minimum instruction time be raised from the present 175 minutes to 225 minutes per week per five-credit course.

#### Reading

38. That study and experiment directed toward the improvement of reading be continued.
39. That increasing attention be given to the preparation of teachers of reading; in particular, of specialties capable of providing diagnostic and remedial services on an individual-student, small group, and teacher consultant basis—and *at all grade levels*.
40. That in addition to the basic reading program a *literature* program be provided with minimum requirements of time and content, together with those of teacher responsibility in organizing, adapting, and supplementing the program.

## Literature

41. That curriculum guides for literature distinguish clearly between the aims of literature specifically, and the contributions of literature to general education.
42. That an intensified and specialized literature course similar to Literature 21 be created and made available as an option for each senior high-school grade.
43. That libraries be developed so as to serve the particular needs of literature programs, including books correlated with texts as to author and literary type, a wide variety of both classic and contemporary literature, several copies of selected titles, and a broad range of ability levels.
44. That the potentialities of pictures, films, tapes, filmstrips, records, radio, and television be developed in the field of literature, and that more adequate libraries of these materials be established.

## English Language

45. That specific statements of basic content and skills for each main school level (Division I, Division II, the junior high school, and the senior high school) be detailed concisely in the curriculum guides.
46. That "new" content of major significance be clearly indicated for each level.
47. That at given grades and levels fewer topics be covered more intensively than heretofore, and that research be undertaken in grade placement.
48. That a sequence of texts be authorized to satisfy the requirements of Recommendations 45 - 47, and to permit adaptation for individual differences.
49. That the use of workbooks be re-examined with particular reference to their effect on the art of written composition.
50. That appropriate drill procedures be restored as a means of securing facility in the language skills.
51. That appropriate achievement and diagnostic tests with accompanying norms be made available throughout the grades and particularly at the end of each main school level.
52. That classes be held at a reasonable size so as to give the teacher a realistic work-load.
53. That the province exercise leadership in matters of acceleration, retardation, enrichment, promotions, etc., so as to assist teachers in meeting the problem of individual differences.
54. That careful scrutiny of student handwriting, in terms of legibility and neatness, be regarded as part of the normal teaching assignment in every subject and at every grade.
55. That alertness to spelling be developed in all subject areas and at all grade levels—especially in the elementary school.



## Social Studies

56. That within the provisions of the present program, and without losing any of its desirable qualities, greater emphasis be placed on the acquisition of precise factual knowledge—such knowledge to be set forth in the curriculum guides and prescribed as a basic core for all students.
57. That in order to avoid year-to-year repetition and superficial treatment of content, the ordering of subject matter be more sequential and less cyclical.
58. That there be ample provision—through reviews, exercises, etc.—for mastery of course content.
59. That the Department of Education exercise leadership in the development of a testing program concerned with facts as well as with generalizations and attitudes.
60. That courses in language and in social studies be separately prescribed.
61. That the Department of Education consider the means of introducing appropriate materials dealing with the role of Afro-Asian countries in world affairs.

## Mathematics

62. That the question of introducing modern mathematics into the public school curriculum, on a gradual and experimental basis, be the subject of special study.
63. That general facility in arithmetical skills be re-emphasized with particular regard for accuracy and automatic response.
64. That accredited schools and school systems explore fully suitable differentiation of mathematics courses in the junior high schools.
65. That extreme emphasis upon “social applications” be reduced to a treatment of applications that is consistent with due understanding of the mathematical concepts involved.
66. That models and other aids to the teaching of mathematics be used more extensively in classrooms.
67. That efforts be made to develop the mathematics laboratory in schools of adequate enrolment.
68. That an aggressive inservice education program be undertaken to upgrade poorly prepared mathematics teachers, and to keep well-prepared teachers abreast of developments in the field.

## Science

69. That at least one survey-type course, comprised of content drawn from the physical sciences, be provided as a non-matriculation elective in high-school science.
70. That two sequent years of biology as a science pattern for matricu-

lation students be available as an alternate matriculation science route.

71. That at least one biology elective be retained in the early grades of the high school.

### **Other Languages**

72. That the present two-year sequence of courses in French, Latin, and German be abandoned, and that in its place a three-year sequence be provided for matriculation (but see Recommendations 91-95 inclusive).

### **Health, Personal Development**

73. That matters relating to *school organization and administration, student activities and orientation* be removed from their present mandatory and formal course status.
74. That *study habits* be removed from Unit 1 and be treated by pre-service and inservice education of principals, guidance personnel and teachers.
75. That a committee including a majority of medical practitioners and health authorities review present health content at all grade levels to judge its accuracy and value.
76. That for each grade level of the elementary school, curriculum guides suggest desirable health habits, offer accurate resource information and make explicit the responsibility of the teachers.
77. That in the same manner as recommended for elementary education the adequacy and accuracy of health content in the secondary school curriculum be studied.
78. That overlapping and repetition be removed from content of Grades VII-X inclusive, and the resultant offered in Grades VII and VIII.
79. That in grades above the eighth, curriculum guides relate appropriate aspects of physical education, science and other courses to health and make explicit the teacher's responsibilities.
80. That the Department of Education assist schools, through separate publications and by other means, in the development of effective programs of information regarding occupations, vocations and professions.
81. That Units 5 and 6 be removed from their *present* course status.
82. That superintendents, principals and qualified guidance personnel, shall use their discretion concerning formal instruction in the content of Units 5 and 6.
83. That the minimum qualifications for anyone engaging in individual counselling or group guidance activities in Alberta schools be the Junior Certificate in Guidance, or its equivalent.



## Physical Education

84. That all schools include indoor and outdoor facilities at least to the extent of the minima set forth in the curriculum guide; and that, where possible, these minima be exceeded.
85. That elementary school pupils be provided with a continuous instruction period of 20 minutes per day, or three half-hour periods per week.
86. That junior high school pupils be provided with three regular instruction periods (35 minutes) weekly.
87. That 60 non-credit minutes per week of physical fitness and recreational activities be a minimum for all students.
88. That a sequence of five-credit specialized courses (one for each of Grades X, XI and XII) be available as electives.

## Junior High School Electives

89. That the three-year junior high school program of each pupil include a *minimum of three* exploratory subjects, including at least (a) one course from the fields of art, music and dramatics, (b) one course from the fields of economics and industrial arts, and (c) one course from fields other than those designated in (a) and (b).
90. That throughout Grades VII-IX, inclusive, a student should not elect more than two courses in any one of the subject groups (a), (b), as designated in Recommendation 89.

## Modern Languages

91. That in all schools in which the board by resolution decides to offer a primary course in one or more languages which represent mother-tongues in the community, the provisions and status now accorded French be extended to these other languages.
92. That in Grades III-VI inclusive, instruction in a second language, including French, as a subject of study and not as a language of instruction, be reduced to one-half hour per day.
93. That in Grades VII-XII inclusive, all non-accredited schools be limited to instruction in those language courses prescribed by the Department of Education.
94. That in Grades VII-XII inclusive, in accredited schools, instruction in any modern language, including French, be permitted at local discretion, at public expense, and with a view to both bilingualism and future academic study.
95. That a special committee including language specialists, teachers and education officials, be established to review and guide efforts of accredited schools, to study and suggest the best instructional procedures and equipment, and to maintain an aggressive effort in general to foster the study of modern languages.

## **Driver Education**

96. That school boards and the Department of Education, in cooperation with the AMA, the Provincial Safety Council, automobile dealers and manufacturers, and other appropriate groups, study the desirable nature and means of affiliating driver education as an extracurricular feature of the public school curriculum.
97. That an early meeting of trustee, teacher, home and school groups be convened by the Department of Education to consider in detail the proper relationship of school officials and personnel to a driver-education program.
98. That the meeting convened as in Recommendation 97, above, forward to the Minister of Highways notice of its intention to cooperate at such time as he convenes a driver education committee to take the initiative in organizing the kind of program here envisaged.
99. That, immediately, suitable sections of curriculum guides, appropriate literature, films and filmstrips be provided to give driver education greater emphasis as part of the safety-education program now in the curriculum.

## **Vocational Education**

100. That suitable steps be taken by all schools to secure parents' understanding and concurrence in their children's registrations—over the parents' signatures if necessary.
101. That the requirements of general education be reviewed with a view to devising clear distinction between general education courses and vocational courses.
102. That present electives of near-vocational nature and intent be reviewed, if necessary, so that they may become acceptable to business and the trades.
103. That offering of such electives (Recommendation 102) be restricted to the community colleges in rural areas and to city systems.

## **Business Education**

104. That business education be maintained and further developed in the public school curriculum.
105. That clear distinction be drawn between the election and pursuit of courses related to business education and the successful completion of an adequate business education program.
106. That schools and employers act in a cooperative manner to emphasize to students the necessity of completing a desirable program before seeking employment.
107. That suitable prerequisite requirements be established in regard to achievement immediately basic to first business education courses.



108. That more vigorous liaison be established between business and schools with regard to levels of ability, courses and levels of achievement required for various aspects of business education.

#### **Agricultural Education**

109. That the present elective courses in agriculture at the Grade IX and X levels be modified or replaced by one or two courses which stress the nature and importance of agriculture in our economy.
110. That Grade XI and XII courses in agriculture be strictly limited as at present, and that their discontinuation be considered in order to facilitate development of more effective programs.
111. That occupational courses be designed to include a program of terminal education at the Grade X level.

#### **Vocational Agriculture**

112. That vocational courses be designed to constitute three-year programs at the Grade X-XII levels.
113. That two-year specialty programs be designed for graduates of vocational programs and such other adult students as may be qualified to enter.
114. That vocational programs be credited towards the high school diploma.
115. That vocational education, Grades X-XII inclusive, constitute up to approximately 50 percent of the high school diploma program, the balance to consist largely of suitable courses in English language, social studies, literature, physical education, together with mathematics and science, of a nature and level appropriate to the vocation.
116. That the present schools of agriculture be transformed into community colleges, offering a program of vocational education beyond agricultural education only.
117. That on the acceptance of Recommendation 116 above, the government through the Departments of Education and Agriculture take the necessary steps to integrate the present agricultural schools into the community college program.
118. That in the event that the local school divisions are unable or unwilling to operate any school of agriculture as a community college the Department of Education should arrange to do so.
119. With special reference to the Peace River region and the School of Agriculture at Fairview, the location should be determined on the basis of Recommendation 123.

#### **Community Colleges**

120. That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centres to be known as Community Colleges.

121. That a suitable interdepartmental body be established to coordinate the respective educational programs of the departments involved.
122. That the Department of Education be designated to act as the sole governmental administrative agency dealing with the expanded public school system.
123. That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a community college may be established at recommended locations.
124. That legislation relating to the administration of community colleges provide for their control by regionally elected boards.
125. That legislation concerning community colleges provide for a Regional Advisory Committee upon which shall sit competent representatives of the various vocations and trades related to college programs.
126. That community college courses be integrated with the high school program and lead towards the high school diploma.
127. That the inauguration of a community college program be contingent upon devising a master plan for its integration with programs offered elsewhere in the region.
128. That the province finance all buildings and capital items of equipment and maintain the buildings in good repair.

#### **Adult Education**

129. That the Banff School of Fine Arts and Centre for Continuing Education be developed as an initial leadership training centre for adult education in Alberta.
130. That an Office of Adult Education be established in the Department of Education to coordinate government efforts and programs, to generally encourage and assist the widespread growth of adult education programs, and to consider the proper incentives required to foster its development.

#### **Entrance Standards**

131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade XI level.
132. That there be continued flexibility in the details of matriculation (the present B.Ed. requirements, for example, permitting some choice among high school courses.)
133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.
134. That serious study be given to the possibility of including non-academic factors (such as character, personality, health) in the process of selection.



135. That studies of the relationship between high school achievement and university success (such as the Alberta Matriculation Study) be continued and intensified.
136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended:
  - (a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection,
  - (b) that selection and screening continue throughout the candidate's course at the university,
  - (c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing, and that these criteria and procedures be public information.
137. That working conditions be so improved that the benefits of professional preparation can be fully realized: for example,
  - (a) a lower pupil-teacher ratio, and a reasonable teaching load,
  - (b) non-professional assistance for routine duties,
  - (c) more clerical and stenographic help,
  - (d) non-professional supervision of cafeterias, study halls, etc.
138. That a suitable public relations program be developed in order to:
  - (a) create public awareness of the importance of education,
  - (b) develop public understanding of educational problems,
  - (c) convey to potential recruits the opportunities and rewards in teaching.

### Teacher Education

139. That in order to achieve the improvements visualized within our educational system, all teachers—regardless of the grade level at which they will teach—be prepared for their vocation by means of the fourfold program outlined above.
140.
  - (a) That the minimum requirement for all teachers be four years of university work, including a degree;
  - (b) that during the first two years but not within the university term, the candidate must complete three months of practice teaching;
  - (c) that on the completion of two years of training the candidate *may* serve an internship of one year, after which he will return to continue his university course, in which regard at least one full academic year intramurally must be required;
  - (d) that a prescribed program of supervision and guidance be organized by the Faculty of Education, Department of Education, teachers' and trustees' associations with regard to interns and all teachers entering service for the first time;
  - (e) that during the year of internship candidates be placed on salary at the lowest level of the current salary scale.
141. That continuing education be encouraged by such means as the following: leave of absence with pay, for study or travel; provision



of refresher courses; provision of research facilities; development of education clinics; development of professional and public libraries.

142. That inservice education for teachers be encouraged, provided, and expanded along the lines suggested in this section.
143. That such programs be operated locally within each school system.
144. That responsibility for planning and organizing such programs lie jointly with the administration and the teaching staff.
145. That regular salary during such programs, together with incidental expenses, continue to be paid by the administration.
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended:
  - (a) that all elementary teachers *entering regular\* service* during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years;
  - (b) that all elementary teachers *entering regular\* service* during the period 1963-67 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold the degree;
  - (c) that all elementary teachers *entering regular\* service* in 1971 and thereafter be required to hold the B.Ed. degree.

\*This does not refer to internship.

148. That teachers commencing service under the transition plan, Recommendation 147, be awarded *provisional certificates* valid for a period of three years, and subject to re-validation for successive periods of three years upon receipt of evidence that the holders have made further progress toward the B.Ed. degree.
149. That a *stage* of preparation be noted on all current and future certificates, and that the placement of teachers on salary schedules be determined by *completed stages*.
150. That a Central Registry of Teachers be organized under appropriate jurisdiction—the Department of Education, the University, or both—the prime functions of which will be to maintain records of every aspect of the composition of the teacher force.
151. That out-of-province teachers who already hold permanent certification at the level of the new requirements receive an interim certificate in Alberta, this certificate to be made permanent when performance is judged satisfactory.
152. That other out-of-province teachers be subject to the new requirements as recommended.
153. That an evaluation of the individual's competence in *content* be made, and appropriate credit assigned, by the Faculty of Education.



154. That an evaluation of the individual's competence in other aspects of teacher preparation (presumably in terms of the fourfold approach), together with an assessment of additional qualifications needed for certification, be made by a committee on special certificates consisting of three members of the Faculty of Education, the Registrar of the University, and a competent teacher in the appropriate field of specialization.
155. That the ATA have and accept the responsibility of jurisdiction over the competence and ethics of its membership so that its corporate actions are seen as professional.
156. That the ATA be recognized as having the responsibility of making careful recommendations to appropriate bodies regarding all aspects of education, and that such recommendations receive equally careful consideration.

### Teachers' Salaries

157. That teachers without permanent certification be limited to three experience increments.
158. That with the exception of Recommendations 159 and 160 all teachers be limited to six years of automatic experience increments.
159. That school boards be permitted to extend experience increments beyond six years for an additional four years in the case of individual teachers judged to be superior.
160. That a Master Teacher group, including from one to five percent of the teaching force and with salaries at least \$2,000 higher than that of other teachers, be established on a provincial basis.
161. That a transition plan be developed so that teachers will be transferred to an appropriate category in the new plan (Recommendations 157 - 160 inclusive), no teacher being reduced in salary as a result.
162. That all teachers who do not achieve permanent certification or improve their qualifications, as the case may be, within the time allowed for these purposes, thereafter have no security of tenure until they have done so.
163. That teachers be called upon to assist in the development of criteria for rating, of a standard rating form, and of the composition of the rating team.
164. That a review board consisting of a high official of the Department of Education (the Deputy Minister or his representative), a representative of the ATA, and a representative of the ASTA, be established to review ratings which have been found unsatisfactory or are otherwise in question.
165. That the teacher in all cases have the right of appeal through the Minister to a board of reference set up by the Lieutenant-Governor-in-Council under Section 351 of the present School Act.
166. That in view of the teacher shortage and of the valuable service that can be contributed by many teachers over age 65, the restric-

tion on the receipt of pension by such teachers while teaching in Alberta public schools be removed.

167. That pensions and other benefits be reviewed and improved in both provisions and practices.

#### **Teacher Education Aid**

168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.
170. That any breach of contract associated with bursaries be met with a penalty more severe than the mere repayment of the bursary.
171. That the recipients of bursaries be subject to the same requirements for admission to teacher education as apply generally.
172. That within the total grants structure a system of special equalization grants towards instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.

#### **Rural Teacherages**

173. That in providing teacherages in rural areas, *National Housing Act* provisions should be thoroughly explored by local boards.
174. That the rental of houses to teachers should be on a business basis, with no implication of "charity".

#### **Superintendents**

175. That legal provision be made whereby divisions and counties may appoint their own superintendent in lieu of a provincially-employed superintendent.
176. That the province specify in law such functions of the locally-appointed superintendent as will safeguard immediate provincial interests in education.
177. That qualifications with force of law be established to govern eligibility for appointments of *all* superintendents in Alberta.
178. That direct and indirect benefits now common to the superintendents' and teachers' groups in Alberta be suitably preserved (pension, tenure, etc.).
179. That an avowed transition plan be devised to effect the transfer from provincially-appointed superintendents to locally-employed superintendents in divisions and counties.

#### **Special Services**

180. That the province enter the service field of supervision through the provision of highly qualified and specialized regional consultants.
181. That the development of a regional system of special services be coordinated with the plan of transfer away from provincially-



- appointed generalists, and include, as required, more training or retraining of present field personnel.
182. That the immediate nucleus of each regional office include high school inspectors, specialist personnel in reading, English language, guidance; and superintendents required to inspect rural and small urban schools which are independent of divisions and counties.
183. That the Department of Education pay grants to local authorities who employ superintendents, according to a true equalization principle, or failing this, in amounts which would be equal to the salary paid the superintendent if he were provincially-employed.

### Principals

184. That desirable qualifications be established with regard to the principalship in Alberta.
185. That job specifications as indicated in this report be included in *The School Act* to clarify and give status to the full scope of the principal's duties.
186. That the Department of Education, with other parties concerned, intensify efforts to gauge the needs for professional assistant personnel in local school systems.
187. That as a service to local systems, the Department of Education sponsor continued study of the optimum assistant and special staff required to operate effectively schools of varying sizes.

### Guidance

188. That a thorough study of the extent, nature, and quality of the present guidance services in the province be made.
189. That since specialized skills are required to perform the guidance function adequately, these services be withheld until suitable personnel are available.
190. That, at all levels, persons assigned to counselling services be rigidly selected as to personality, preparation and interest.
191. That as soon as qualified personnel are available, all school systems, rural and urban, initiate or extend guidance and counselling services to meet their needs.
192. That a plan be sponsored immediately by the Department of Education, trustees, teachers and the University, whereby the supply of qualified guidance personnel may be increased to meet present needs.
193. That guidance and counselling personnel be selected from qualified teachers with appropriate experience.
194. That financial assistance be available for selected teachers wishing to enrol in special courses for the purpose of engaging in various phases of guidance and counselling work.
195. That the requirements for a Junior Certificate in Guidance be reviewed and revised.

196. That courses towards both the Junior and Senior certificate be offered as a special program and at the graduate level only.

### **School Textbook Supply**

197. That school boards throughout Alberta as a whole develop more effective methods and fix responsibility for securing an early appraisal of next year's book requirements.
198. That the School Book Branch re-emphasize to school boards that it cannot accept responsibility for immediate delivery unless orders are placed prior to a specified date.

### **Health Services**

199. That a survey of school-health services be conducted to ascertain the effectiveness of present operations.
200. That further study be given to the fullest form of school-health cooperation, with a view to exercising leadership and developing an effective province-wide health service.
201. That the needs for increasing Department of Health and municipal health services be appraised, and that steps be taken to overcome inadequacies.
202. That at each school of sufficient enrolment, or at some other generally accessible location in the school system, or both, appropriate facilities be provided for the conduct of health services in their initial stages.
203. That schools or school systems be enabled to employ or have ready access to educational personnel knowledgeable in and responsible for the conduct of the schools' proper function re health services and first aid.
204. That an appraisal be made and suitable action be taken regarding the needs for and the plan of health service training of teachers through the Faculty of Education and inservice education projects.
205. That the examination of all children upon entry to Grade I be required, and that thereafter periodic examinations be conducted throughout the school.
206. That Guidance Clinics, adequately staffed to provide both diagnosis and treatment, be established to serve all rural and urban areas in Alberta.

### **Student Aid**

207. That the government take the initiative in having established a provincial coordinating office to publicize financial aid, to receive applications and redistribute them, to offer administrative assistance to donors, to assist in selection, to maintain records, and to offer such advice and information to donors of financial aid as may increase the effectiveness of the whole provincial aid program.



208. That wherever provincial grants, resources, or advice is provided in support of community educational, recreational and cultural services, this assistance should insofar as practical and as a matter of policy be channeled through a local board representing school and municipal authorities. (The county council is in an admirable position to discharge this community function.)
209. That school and municipal authorities seek the cooperation of district community organizations, church groups and athletic groups, in coordinating and planning the use of their resources in such a way that school facilities become the nucleus of a community centre establishment in the school district.
210. That wherever possible the school resources of buildings and equipment be provided for community activities in the fields of adult education, social purposes and recreation; and that adequate policies with respect to financing, supervision and maintenance of these facilities be worked out by school boards.

#### **Handicapped Students**

211. That the provincial government assume responsibility for administration and finances relating to education of the handicapped.
212. That the Department of Education assume special responsibility for arranging services to handicapped children in sparsely populated rural areas.
213. That a committee including educationists, other appropriate specialists and lay members be established to inquire into the incidence of handicap, the adequacy of the present program, the future requirements of facilities, personnel and finances; and to recommend a suitable program for introduction in Alberta.

#### **Gifted Students**

214. That the cause of drop-outs among gifted students be studied more intensively than in the past and that remedies be sought to reduce them.
215. That school boards establish a policy with regard to identification and treatment of the gifted.
216. That provision be made in all divisions, counties, and cities, for adequate testing and interpretation of tests.
217. That accredited schools proceed to develop programs for the gifted.
218. That the Department of Education exercise more fully a service function in education for the gifted by such means as providing a clearing house for information, extending radio and television services, and assisting in program development.
219. That in the event that the local school system is incapable of providing an adequate program, gifted children be subsidized to attend school where suitable programs are being offered.

220. That boards governing accredited schools be empowered to modify regulations which restrict programs for the gifted, subject to notifying the Department of Education.

### **Facilities and Equipment**

221. That some means be devised whereby essential non-instructional facilities be recognized for purposes of grants.
222. That the province establish a School Buildings Advisory Committee, to include architects, engineers and other suitable specialists, for the purpose of planning an evaluation of school buildings.
223. That the terminal objective of such a plan be to publish information to guide school boards.

### **School Buses**

224. That norms be established for the travel time of students on school buses, and that school boards be urged to heed these norms through more careful consideration of equipment needed to perform service within designated time limits.

### **Residences**

225. That the Department afford special study to the place of pupil residences in the public school system.
226. That grants and services re school buildings be extended to include school residences.
227. That a plan be developed and held in readiness whereby the Department will sponsor the training of selected personnel to operate school residences.

### **Libraries**

228. That a basic list of library books be devised to include all types desirable in a school.
229. That minimal and compulsory book quotas be established for schools of various enrolments.
230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.
231. That criteria be established to indicate need for librarians in schools or in school systems.
232. That both library renewal and maintenance grants be provided by the province.
233. That all teachers receive instruction in techniques of using the library in their teacher education program.
234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher-librarians.



235. That the Department of Education provide specialist library supervision and advice for the public schools.
236. That coordination of all library services within the province be effected under the Department of Education.
237. That a study be made of the values to be derived from a provincial library servicing centre.
238. That the possibilities of making the school library accessible and of service to the general community be explored.

#### **Audio-Visual Aids**

239. That the Department of Education sponsor the development of a pool of persons competent in audio-visual aids to assist in the inservice education of teachers.
240. That emphasis upon audio-visual aids in the inservice education of teachers be increased.
241. That as part of the pre-service or undergraduate education of teachers, the Faculty of Education study the merits of offering an intense short course designed as an introduction to the proper use of audio-visual aids.
242. That school boards be encouraged to build up their own basic audio-visual aids libraries.
243. That the Audio-Visual Aids Branch re-examine the nature of its services on the assumption that school boards will be responsible for the basic local audio-visual aids libraries.

#### **Television**

244. That study and development of educational television be maintained to determine the full possibilities of this medium as a teaching-learning aid in the public schools.
245. That the province make funds available for expansion of programs and experimentation in educational television at all school levels.
246. That study be commenced regarding the design of facilities best suited to the educational use of television.
247. That the Faculty of Education consider the requirements of initial training and inservice preparation of teachers for the use of this teaching aid.
248. That the provincial government initiate action to reserve sufficient channels for telecasting educational programs.
249. That in the meantime arrangements be made for the development and the broadcasting of educational programs by existing stations.

#### **Improvement of Textbooks**

250. That with regard to basic texts, the Department of Education be provided with an annual budget to be used to upgrade the quality of these texts.

251. That the best available combination of educationists and non-educationist personnel be commissioned to give effect to Recommendation 250.

#### **School Day**

252. That the length of the school day in the upper junior high school be examined carefully and, where circumstances warrant, extended to 330 minutes of instruction time.
253. That in senior high schools the present maximum of 330 minutes become the minimum, that school boards be empowered to institute a minimum of 360 minutes of instruction time per day, and to add such extra supervised study time as they may be able to provide.
254. That the present legal status of recesses be abolished at the high school level, and that their retention in the junior high school or reinstatement in the senior high school require resolution of the school board.

#### **Staff Load**

255. That The Alberta Teachers' Association take the initiative in re-assessing the obligations of teachers, vice-principals, principals and other members to give service beyond the normal period of ten months.
256. That The Alberta Teachers' Association re-examine the obligation of the profession to conduct self-improvement activities and essential meetings at such times as will not unduly reduce the length of the school year or shorten the school day.

#### **School Year**

257. That the Educational Planning Commission or a committee representing the University and the Department of Education, and including qualified representatives of the public, be convened to study the divided school year and its implementation in the whole educational system.
258. That in the event of decision to adopt the divided school year, the Department of Education govern its application in all non-accredited schools.
259. That in the event of a decision not to adopt the divided school year provision be made to operate Community Colleges and other selected schools on a quarter basis.

#### **Hutterites**

260. That the same basic educational standards and emphasis on citizenship be required in Hutterite schools as in all other Alberta schools.

#### **Indians**

261. That the Alberta government pursue agreement with the Dominion government to the end that more provincial responsibility may be assumed for the education of Indian children.



262. That thorough study be made as to whether integration in schools is the best policy; and, if so, how Indian children can best be prepared for this policy.
263. That where integration is considered best, special education be given non-Indian children that they may appreciate and understand the heritage and problems of the Indian children during a period of adjustment.
264. That the courses of studies, particularly social studies, be scrutinized to see that a fair and proper treatment is given to the place of the Indian people in the history of Canada.
265. That the whole education program envisioned in this report be extended to Indian children.
266. That adult education programs designed to assist the Indian people to a greater degree of citizenship be undertaken.
267. That Indian children be not denied the right to an education because of lack of finances of their parents.

### **Separate Schools**

268. That the provincial government firmly resist any steps towards a dual school system.
269. That no denomination be granted special representation at the provincial level upon authoritative, regulatory or official policy-making bodies governing public education.
270. That where separate schools exist or are contemplated, controls be implemented to safeguard the scope and quality of the programs of both public and separate schools.
271. That provincial administrative procedures be devised, particularly with respect to school grants, so as to prevent duplicate grants for any phase of school operation in an area where public and separate schools co-exist.
272. That with the exception of privileges suggested in Recommendation 273 the requirements for texts and references, curriculum and teacher training be identical as between the public and separate school systems.
273. That all provisions and regulations affecting accredited and non-accredited schools be applied to public and separate school systems alike.

### **Research**

274. That the Department of Education establish as soon as possible an office of standards, statistics and information.
275. That immediate plans be made by the provincial government and the University to provide the space and equipment for the educational research organization described above at an initial cost of \$200,000.

276. That provision be made in the annual university budget for the staff establishment prescribed, at an annual initial net cost of \$100,000.
277. That the provincial government make provision for the necessary capital and operating grants on a basis similar to that now used for the Alberta Research Council, at the earliest possible date.
278. That the University prepare a program of research projects to be completed in the next five years, and conduct a campaign to secure finances in whole or in part from outside sources—individuals, business, industry and foundations.
279. That the province provide the legislative authority to constitute on a formal basis a revised and reconstituted Alberta Committee on Educational Research.

#### **Planning Commission**

280. That a competent and authoritative body to be known as the Alberta Educational Planning Commission be established by Act of the Legislature at the earliest opportunity.



## MINORITY REPORT

The minority commissioner indicates that he speaks as: a non-professional in education, a parent, a taxpayer, and as a member of his own profession. As a non-professional in education, he attempts to differentiate the underlying philosophies of education and to indicate wherein Alberta education has departed from the pattern parents would wish. As a parent, he is not convinced that the present system of education as conceived in the minds of educators is sufficiently ideal to allay parental anxiety over the danger that the school will supplant the parent in his role as the natural guardian of the child. From the point of view of a taxpayer, he indicates that the cost of educating Alberta's children should be no object provided we are getting our money's worth. As a member of his profession, he is critical of invasions of freedom of the individual. Canada is seen as having a democratic or pluralistic law and tradition, and, while unity produces strength, enforced unity produces weakness and regimentation. With respect to schools, the democratic answer is to preserve the right of existence to competing ideologies. Such is not the case at the present time.

The minority report recognizes that throughout Alberta, as indeed throughout the western world generally, there is an unease concerning education. This unease was clearly indicated by the number of presentations to the Commission, in the ensuing discussions, in the local interest aroused by the public hearings, and in the careful preparatory work behind submissions. Parents (excluding professional educators), who may be called the "lay group", were generally quite critical of the present system of education or of its product. This lay group, while vitally concerned with the educational system and its weaknesses, was "not too helpful in assisting us to arrive at the underlying causes of these weaknesses".<sup>1</sup>

A number of "firsts" in education are attributed to Alberta: abolition of normal schools as such and the placing of all teacher training in the university; the enterprise system; an extensive program of guidance; the large administrative unit;

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new concepts in curriculum, courses of study, and teaching methods. "Whether or not there is any connection between the amount of public concern over education and this considerable array of 'Firsts', it would seem that concern over education has become most vocal in Alberta and perhaps focussed here to such an extent as is not the case in other parts of Canada."<sup>2</sup>

Professional educators and administrators showed the clearest understanding of the present school system and its tendencies or trends. "The professional group left me with the impression that they found little wrong with the system which could not be cured by the professionals themselves, provided that adequate measures were taken to ensure to that group a professional status and complete direction of the system."<sup>3</sup> Lay groups, on the other hand, showed no tendency to abdicate their responsibility in education, and both groups looked to the Commission for authoritative direction.

"It was some time before it became apparent that within our province and to some extent even within our educational system were protagonists of the two basic schools of educational thought, the traditionalist or essentialist on the one hand and the progressivist or modern on the other."<sup>4</sup> Lay groups tend to be essentialists; dissatisfied with the present system; and to make recommendations which would reverse present trends particularly in those areas where progressivist philosophy has made its greatest gains, namely, in school organization, teacher training, curriculum, and testing. Professional educators appeared to be advocating much that was compatible only with progressivism, and were generally quite satisfied with present trends in education. They did not concede that there had been a clear break with past traditions in school organization, teacher training, curriculum, and discipline, and generally speaking they felt that with certain adjustments the present program should be developed to its logical conclusion.

The minority report recognizes that the idea of two conflicting ideologies being the root cause of the different

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evaluations might be argued as an over-simplification, for most briefs did not specifically mention aims, and in a pluralistic and democratic society such as ours one would not expect to find complete accord over aims. However, the divergence of opinion between professional and lay groups was so pronounced that the minority report finds it indeed difficult to isolate any other factor which would account for such fundamental differences. The minority report then quotes the late Dr. J. G. Althouse to illustrate that at least one educator is not perturbed by lack of aims or aimlessness in establishing in a school system a philosophy of education, and quotes Dr. J. W. T. Spinks and Sir Ronald Gould to illustrate the importance of aims and philosophy of education.

### **Progressivism or Modernism**

Two educators of note in Canada are quoted to support the view that the philosophic concepts of Dewey have had a preponderant influence upon our educational system. Dr. H. E. Smith, former dean of the Faculty of Education at the University of Alberta, is quoted as saying that since the late thirties the philosophic concepts of James, Dewey, and Kilpatrick have fairly dominated the training schools and that, of the various psychologies, the organismic school is the most recent and runs well with the trend of progressive education. Dr. H. L. Stein of the Faculty of Education of the University of Manitoba (now of the University of British Columbia) is quoted as saying that few, if any, Canadian schools have adopted a purely progressive outlook, with the possible exception of Alberta, where an enterprise program has been tried for several years. He is further quoted as welcoming a change to progressivist tradition consequent upon leading Canadian educators' receiving their advanced training in the United States, and by the use of American textbooks in our schools and training institutions.

The psychologies and philosophies mentioned above are briefly characterized by the minority report. According to William James, the child should be adapted to his environment. The purpose of education is to create attitudes through experience which would be of help to the child in further experi-



mentation of his own through the course of his life. James' philosophy of pragmatism holds that whatever works is "true" for the particular occasion. This concept of truth is called relativism. Dewey's philosophy, called experimentalism, followed James in his idea of truth being relative. However, Dewey emphasized the absolute necessity of a person himself having first-hand experiences, since life is a series of experiences, and the school is an embryonic society complete in itself, with experiences of its own which form attitudes and habits for subsequent experiences in the larger society. Thus the accent in school is that the child learns, not to acquire knowledge, but to encounter experiences and solve problems. In an incidental way he may acquire some knowledge. Another aspect of the school as an embryonic society is that learning derives from shared, socialized experiences. The effect, according to the minority report, is that the experiences and accumulated knowledge and wisdom of the past ages are under-emphasized in favor of training the child to use only such of those experiences and bits of knowledge as will suit his particular environmental experiences.

Arthur R. M. Lower, Dr. Arthur Bestor, and DeTocqueville are quoted to illustrate the importance of knowledge and intellectual discipline as opposed to social adjustment. The historian Lower is quoted to the effect that the type of experimentalism on this continent has little to contribute toward building and maintaining "Our Way of Life" and can never substitute itself for the accumulated wisdom of the race (i.e., knowledge). The historian Bestor is quoted as deprecating the equating of life-adjustment education with rigorous study of the fundamental intellectual disciplines. DeTocqueville's prophecy warns that the destruction of America's genius will be brought about by undue concern for social virtues, prevailing opinion, or the tyranny of the majority.

Returning to the psychologies mentioned previously, the minority report indicates that McDougall's instinct theory is the grounds for the Alberta practice of not challenging a child until he is ready, and of not penalizing a child by setting up standards which he is expected to attain. Watson's behavioristic school investigated man's external movements (behavior)



to the neglect of inner motivation and is the basis of Alberta's emphasis on testing, measurement, and research in education. The dangers of repression proclaimed by the psychoanalytical school of Freud are the basis for self-expression's being mandatory in Alberta. Dewey's "habit school" makes the forming of attitudes and habits the prime purpose of the school, and gives content of courses and objective knowledge value only insofar as they help to solve problems. Truth does not exist except as related to the learner and the learning situation. A number of factors combine to make the formation of habits which realize immediate objectives, much more important than those which realize long-range goals. These latter are very suspect, and according to the progressivist, to accept them or to impose them on pupils is authoritarianism or "rote learning of the worst kind".

The minority report quotes *School and Society* for Dewey's definition of democracy—a democratic society is a "number of people held together because they are working along common lines, in a common spirit, and with reference to common aims",<sup>5</sup> and infers that this definition requires all people to conform and cherish a single aim or set of aims. Vigorous exception is taken to such conformity. Thus, the function of government and society is to balance conflicting interests. "Majority rule by its very nature contemplates a minority. True democracy — even life itself — does not contemplate making that minority conform; it cherishes and safeguards the minority and insists that it exist and prosper. A live minority is the component element in the system of political checks and balances so essential to real democracy."<sup>6</sup> However, Dewey's democracy does not contemplate the majority as opposed to a minority because by evolutionary processes he hopes to wash out minority or divergent opinion in a wave of conformity to the majority's ideas. This concept is seen in Alberta schools in group activity programs, in the social studies program, and in the preference for large schools.

Another aspect of Dewey's concept of the school as an embryonic society is that the whole child is to be educated.

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Thus, according to the minority report, it is obvious that any parental or other influence which tended to restrict the educator is to be resisted. The authoritarianism deplored in others was thus evident in Dewey. Dewey's assertion that "the school functioned as an organic union of individuals" is interpreted to illustrate Dewey's determination to take over the whole child to the exclusion of all other agencies. An organic union means a complete organism or body, self-contained and motivated only by those factors within itself. "It is only too obvious that the ideal of Dewey was the usurpation of the family's role in education which to Dewey was necessary so as to put the whole child into the 'uncompromising possession of our school system'. This philosophy is somewhat indicated in our Alberta system which has foisted upon all children a guidance program of which more will be said later, as well as personal development both of which are looked upon by many parents as unwarranted intrusion into the family circle. This wedge between parent and child is driven further by the current trend to larger centralization of children in schools:"<sup>7</sup>

Where divisional centralization has been introduced, and particularly where large centralized schools have been established, the fundamental rights of parents in the education of their children tend to be forgotten or frustrated, and in some cases even resented. It is even more alarming that many trustees, who are in theory responsible for the operation of these schools, appear to think of themselves no longer as custodians and guardians of parental rights, but as functionaries of the state, or even as a law unto themselves. This unfortunately appears to become, not simply a question of expediency in isolated cases or for the sake of efficiency in special circumstances, but as an accepted principle of action.

The school staff, which actually operates the school, too frequently loses sight of the delegated mandate which it holds from parents, and tends to feel that education is solely its responsibility. This tendency is becoming almost axiomatic in many educational circles. The result is that parents too often feel they have no real responsibility or authority in the education of their children. Some welcome this sense of freedom with a light heart. In others it seems to produce a sense of frustration, or uneasiness at least, resulting often in unwarranted criticism of formal education. Neither attitude is a healthy or a happy one. (Brief, Catholic Conference on Alberta, Page 14.)<sup>8</sup>

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The minority report gives further illustrations of Alberta education following Dewey's concepts. Dr. Hilda Neatby is quoted to the effect that the combination of private tests and judgment of pupil attitudes in Alberta prevents parents from understanding how promotions are made. To the same author is attributed a characterization of Dewey's concept of the parental role: "The parent is supposed to resemble a negligent reptile who deposits her eggs in the sun and leaves nature to do the rest".<sup>9</sup> The activity program or enterprise is decidedly progressivist. Several quotations from Bulletin 2, Department of Education, illustrate this contention: for example, "Social competence rather than encyclopedic learning is the goal of our education, but within that goal facts play an indispensable part".<sup>10</sup> The minority report comments that the purpose of acquiring facts is not the acquisition of knowledge, wisdom, or ideals but is only the satisfaction of the requirements of the immediate problem in its social context.

### **Essentialism or Traditionalism**

The elements or components of the essentialist position in education are the relative rights of parents and state, the psychology of the child, and the learning process. In elaborating the first of these, the minority report states that the prior right and responsibility in education belongs in the family, or alternatively, that the parents have the prior right and responsibility to determine the kind of education which the child shall receive. To this end, nature has endowed parents with an over-abundance of affection and love which enable them to accomplish the continuous and arduous supervision of the child's growth from infancy to adult self-determination. Before this natural force every other educative force in the world is artificial. The rights of the state are recognized in setting a level of achievement in education necessary for society's well-being, in setting up an organized educational system to help parents exercise their prior right, and in taking action to preserve its well-being as against parents who are derelict in their duty toward their children's education. The

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teacher's position is one of complete responsibility to the parent, whose delegate he is.

The psychology of the child is described in three stages. The first a child goes through on his way to adulthood is that of infancy and early childhood before puberty. This stage is characterized as a period for acquiring skills by continuous repeated action which the child does not find tedious. A multi-sensory approach to drill is natural and is appreciated. Since repetition without comprehension of content is so natural to this stage, if progress is to be made the content must be kept at the upper limit of the child's intellectual grasp. In the second stage, drill becomes tedious and should be replaced by intellectual memory, or association of ideas in a series of reasoned concepts. The imagination can be utilized in the acquisition of ideals, since goodness needs little explanation at this stage, but later requires rational justification. The third stage is the period of adolescence, characterized by reason and logic coupled with profound sensations such as the desire to excel, the drive to be completely independent of authority, and the mating call. The secret of true education in this stage lies in channelling or sublimating the force of these urges into distant and difficult ideals. As in effective learning, the content should be difficult but not impossible. So also in effective living and in choice of a life career the opportunity should be challenging. Thus the real life challenge of a vocation can lead students to perform with extraordinary motivation in subjects where previous school performance has been laggard.

The third component of essentialism is the learning process. This component is almost wholly developed in the minority report through quotations. John Brubacher is quoted to the effect that the essentialist knows the essentials of education and is convinced that every child should learn these. These essentials are found in certain classics of literature, mathematics, religion, history, science, and other subjects whose value is independent of the place and time they are studied. These essentials every man must know. They are to be learned; if necessary, to be stored away until occasions arise later when they may be used. If the pupil is interested in these essentials, well and good. If he is not interested, pressure



should be brought to bear to incline him in their direction, since required effort will produce moral stamina. Freedom is then the reward for the youth who has thus learned to discipline himself in the mastery of the essentials. The minority report comments that the progressivist abhors this philosophy for its authoritarian outlook. Continuing, Edward J. Power is quoted to summarize the essentialist point of view. This quotation indicates that the curriculum contains knowledges, skills, and opportunities for development that are consistent with predetermined aims. While interests, needs, and individual differences will be taken into account wherever possible, the student's main responsibility is to master the content of the curriculum. The student's achievement, or lack of achievement, will be measured in terms of stated aims rather than in terms of his needs. To this end discipline will be maintained, and teachers will use whatever techniques produce the results desired.

The minority report concludes that the essentialist philosophy of education is irreconcilable with the progressivist, and contrasts the differences as follows. Regarding the relative position of the parent, state, and teacher, the essentialist insists that the parent is the prime source through which all education of the child is initiated, the state works through the parent as the protector and aid to the family unit, and the teacher is the mere delegate of the family. By contrast, the progressivist insists that society take over the child and that parents do not exist except in their biological capacity. The essentialist psychology of the child respects his innate spiritual capacity, insists on the existence of a soul and a mind separate and apart from the body, accepts the conflict arising from this dualism, and insists on the sublimation of the one in favor of the long-range objectives of the other. By contrast, no dualism exists in the child for the progressivist, who would resolve any conflict by motivation in cooperative activity. The essentialist view of the learning process is that the child is not a young adult but a young organism which through teaching will become an adult. By contrast, the progressivist believes that the child is as effective a learning unit as the man, and that in the embryonic society of the school the child must be the centre

around which the total learning process revolves. Such beliefs obviate a teacher-centred school and a school which gives priority to content, since each would supplant the child as the measure of the learning process and even of reality.

Having sketched the different approaches to education by philosophers and psychologists, the minority report turns to an examination of Alberta education in the light of these philosophies, following the headings used in the majority report.

### **Areas of Public Concern**

Professional educators were concerned with the shortage of "qualified" teachers. Given these "qualified" teachers, freedom in teaching methods, and some freedom in curriculum, they were of the opinion that they could do a job. Professional educators did not state the aims of education but did state that the aims were the responsibility of society. On the other hand, the lay groups demonstrated a sense of frustration in their inability to cope with what they considered a deteriorating condition in our schools. This sense of frustration is attributable to a virtually complete breakdown of liaison between educational authorities and the public, brought about by the disappearance of the old rural school board in favor of the divisional board or county educational authority, by the press of administrative matters on boards, leaving them no time for curriculum and aims of education, and by the subsequent implementation of Department of Education policy in these matters by a civil servant superintendent. An example of this last cause of parental frustration is cited: the Commission was told that enterprise is a method of teaching which teachers are free to follow or not, yet superintendents require this method and curriculum guides not only deal exclusively with it but prescribe a minimum of four enterprises a year.

Other areas of public concern which the minority report mentions include equality of opportunity. Agreement is expressed that children should have equal opportunity to develop their abilities to the fullest capacity but this does not mean that a diversity of educational program (business, technical, vocational, and agricultural) should be provided within the



school itself. The minority report agrees with the criticisms outlined in the majority report about curriculum and examinations, but adds concern over the streaming of children into divergent channels of education, and over the non-specificity of report cards and the grading of performance. With respect to teacher training, the minority report states that a prominent educator was of the opinion that the entrance requirements to teacher training did not need raising. Some opinion indicated that the period of teacher training should be lengthened, some persons thought two years was enough, some thought the Junior E program was sufficient, others were of the opinion that six weeks of teacher training was sufficient for a person with a degree. It was recommended (the minority report does not state by whom) that certification for teachers be further examined so as to permit teachers from other provinces who had shown proficiency in their profession to teach in Alberta without being required to take further courses, to permit specialists to teach in their specialty without being required to take a full program of teacher training, and to provide a minimum training program for older established persons wishing to teach. There was some representation for a decentralization of control of teacher training, and a willingness to support salaries for teachers comparable with those of other professions with similar amounts of training, provided machinery be set up to enable parents to get rid of inferior teachers.

A final area of concern mentioned in the minority report is that of school centralization. This concern was not restricted to the Catholic minority. Many parents of all faiths were concerned over length of time spent in vans and lack of effective liaison with the school or the school board. "Opposition to dormitories was unanimous."<sup>11</sup>

The Alberta Teachers' Association is quoted to the effect that "no aspect of education can be properly considered apart from the society it serves".<sup>12</sup> While there was no direct denial of this principle, the tenor of the criticisms of lay groups would indicate that certain fundamentals must form the framework of education irrespective of whether or not the local environ-

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ment demanded it (for example, the three R's). "The progressivist tenet that you teach a child to earn a living and fit into his environment is violently opposed by the essentialist who insists that the prime aim of education is to give a child knowledge and wisdom with which he is then equipped to pursue the earning of a living or entrance into a specialized field."<sup>13</sup>

### **Population and Occupational Trends**

The minority report gives four reasons why the conclusions of the population trends study by Hanson and Uhlman, namely, increase in urbanization with relative decreases in rural population and in the importance of agriculture in Alberta's economy, should be taken with caution, as should the further conclusion that increased centralization with vocational and technical programs should be developed in the school system. The first reason is the change in the basis of census classification of urban and rural which occurred in 1951. The second reason for caution in drawing conclusions from the population trends study is the well-known fact that many farmers have left the farms only to live in nearby villages. A third set of facts indicates a possible great expansion in agriculture in Alberta: of 68 million acres of potential farm land, only 45 million acres are in occupied farms, of which only 22 million acres are improved; the farm loan program encourages young farmers to get started; and in the future irrigation developments will open up new areas. Finally: "Any conclusion that there is a need for further centralization of children away from home, as for example in Community Colleges, is in danger of being somewhat unrealistic."<sup>14</sup> Figures from the Department of Education's annual report show that centralization is completed in the south and nearly so in the centre and north of the province. The further centralization required to populate the proposed community colleges would be very difficult.

The minority report is somewhat in disagreement with the majority report in the latter's insistence that the school

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provide for the child the vocational or occupational training he will need to earn a living. This is a progressivist concept, although not all who accept it are Deweyites or progressivists. "The essentialist insists that the school teach the child the fundamentals, the accumulation of much of the wisdom and knowledge of the past, the ability to communicate and the mental disciplines which are inherent in such a program. With these tools once solidly in the hands of the child he can face the world with confidence, whether he goes into the professions, the technological field, or the vocations. The essentialist admits that certain children may not go as far as others in the mastery of the academics (as we might call them) but he should not be lured away from them by vocational offerings in the same school. It happens all too often."<sup>15</sup> Thus, while it is admitted that industry and farming will demand a greater number of highly skilled workers, the public school system is not the place to train them. Rather, the vocational or technical training should be provided elsewhere and the child who needs them should be assisted to attend through the use of public funds. In support of this view, Uhlman's study of selected Alberta manufacturers found that 35 of 41 interviewed stated that the schools should provide a good background of academic training in English, science, and mathematics, 17 out of 42 preferred to provide the necessary vocational or technical training on the job, and 11 stated that the so-called practical courses are inadequate in the light of the time involved.

### **Aims of Education**

The study by Andrews, "Public and Professional Opinion Regarding the Tasks of the Public Schools in Alberta", shows that the public cannot agree on the aims of education. The minority report indicates that only two conclusions can be drawn from this study: if the parent is to be a factor in education at all, he must be given more freedom to choose the school which more nearly realizes the aims or objectives he accepts, and the parent must not be coerced into sending his child to

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the present single school system "with its exclusive philosophy and cult of conformity".<sup>16</sup>

The reservations expressed about the tasks of the public schools, insofar as they are aims, follow.

1. *To develop the communication skills.* The danger here is that the process of developing the skill will be emphasized as in the progressivist treatment of grammar to teach the child to use a noun properly, as opposed to the product or content being emphasized, as when the child is taught the meaning of the noun and its place and function in a phrase or sentence.

2. *To develop understanding and mastery of the basic computational skills and the application of arithmetical processes.* Skills must be acquired for a proper end. The skills of arithmetic should be acquired to induct the pupil into an awareness of absolute precision in this most accurate of all sciences, as opposed to the progressivist aim of earning a living or social adjustment.

3. *To develop knowledge, skills and appreciation regarding that part of the cultural heritage selected for inclusion in the curriculum—for the sake of the individual, for the purposes of continuing education, and to prepare for employment and contribution to society.* The danger here lies in the basis of selection, which may, as in the past, cause complaint from parents. If the selection is primarily geared to earning a living, it may be that the child will be deprived of valuable non-materialistic content.

4. *To foster physical fitness and mental health.* This is laudable provided the school keeps its place. Guidance and Health and Personal Development are examples of the school ending up by pre-empting the whole field.

5. *To stimulate intellectual curiosity and critical thinking.* The difficulty about critical thinking is that it may develop the art of debunking ideals to a dangerous degree. Fortunately, there is not much evidence of this type of critical thinking in Alberta. A second danger lies in criticism which lacks a base in sound content of fact. "The essentialist honors critical think-

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ing as highly as the progressivist, but permits the child to indulge in it only after he has acquired and stored up a wide range of knowledge in a logical pattern upon which he will then draw to solve any number of problems."<sup>17</sup>

6. In connection with the sixth aim or task (citizenship) the minority report expresses no reservations.

What then should be the aims of the school system? Parents, by and large, want their children to take the academic program and employers want workers who have been trained in the academic program. The academic program as here used is not the same as the matriculation program. The academic program should be for all. Robert Maynard Hutchins and Mortimer Smith are quoted to indicate that children are competent to take a standard curriculum, and that not to give it to them relegates them to intellectual subservience. F. Bodsworth is quoted as stating that the reason students drop out of high school is that they are bored.

To conclude, I am of the conviction that parents, if called upon to give the matter serious study and consideration would agree that the aim of education, acceptable to all, is to transmit the intellectual and cultural heritage and knowledge of the race and, in the process, to teach young people to think and to buttress moral values. This is not the teaching of skills without content or appreciation of cultures without knowledge. This is not preparing one for employment or pandering to interests or individual differences. This requires an acquisition of knowledge for the sake of knowledge, the developing of the intellect, the disciplining and developing of all mental processes, after which the other factors such as appreciation, interests, and earning of a living will fall automatically into place.<sup>18</sup>

## Provincial-Local Relationships

Basic to any discussion of provincial-local relationships are the respective rights and functions of the three agencies in the education of the child: the state, the school, and the parent. It is the right and responsibility of the state to ensure that the child has sufficient knowledge to appreciate his responsibilities as a citizen. It is the right and responsibility of the school, as represented by the teacher, to implement the

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state's right that the child be trained in citizenship. The teacher is, however, merely the delegate of the parent and may not pre-empt or usurp the prior right of the parent to control the education of the child. Finally, the parent has the prime responsibility and right regarding the education of the child. Obviously, the teacher cannot answer to all parents for every aspect of his teaching, so the parental authority is delegated to elected representatives. In the era of the 16 square-mile school district the parent could exercise effective control through these elected representatives. With the advent of school divisions, administrative authority has been vested there. This revolutionary step "eliminated forever the parent as an effective factor in the education of the child".<sup>19</sup> The change to school divisions was not opposed by professional educators since this new arrangement enabled them to ignore parents and to promote their educational theories, to improve the material status of teachers, and to implement progressivist concepts such as enterprise, group activity, and developing of attitudes. The administrator welcomed ease of administration and reduced financial problems. Legislators were unaware of the consequences of the revolution being introduced. Parents did not protest since each step was presented as the only possibility. The children could not protest.

The minority report does not advocate a return to the 16 square-mile school district but does urge a restoration of effective control to the parents. Educators take the position that, being adequately protected by tenure, they are not responsible to the parents, and that direction by parents is an unwarranted intrusion into the area of professional status. The lack of legal status prevents the home and school association from being the vehicle for returning effective control to the parent. Centralization tends to dull local responsibility and initiative. A clear demarkation of authority is necessary in any attempt to restore control of education to the parents.

Before proceeding further, one should perhaps define what is meant by "externa" and "interna". Once it is defined, I recommend that the externa be controlled by the middle tier and the interna by the local authority.

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By "externa" I mean:

1. Boundaries whether they be of the attendance area, the taxation area, or the area of supervision.
2. Requisitioning, securing and disbursing of funds.
3. Teacher contracts.
4. Buildings, equipment, including vans and maintenance.
5. Teaching atypical children.
6. Provision of health and welfare services.
7. Hiring and control of superintendents and other administrative officers.

By "interna" I mean:

1. Courses of study, curricula, and texts to be used.
2. Experimentation in teaching methods.
3. Grade organization.
4. Appointing of teachers and promoting of same.
5. Granting of bursaries.
6. Liaison with others by means of administrative officials for the preparation of local budgets, etc.<sup>20</sup>

After making this definition, the minority report states in the next sentence that the externa of education include also the organization of school districts and the training of teachers. For this reason, the majority recommendation that the interna be decentralized would only mean that it would become centralized in the hands of another body, namely, professional educators. The minority report advocates instead that statutory provision be made for decentralization of the interna. In rural areas the authority over interna could be vested by statute in "a board representing the parents in the attendance area"<sup>21</sup> and in large cities it could be vested by statute in the home and school associations. Attendance areas would become school districts.

Assuming that the above suggestions for decentralization of authority and return of control to the parents were adopted, what results might be expected? The local authority (the board of an attendance area, now reconstituted a school district, some ten to twenty per school division) would budget for its needs and the middle tier (the school division or county) would be required to find the money. An appeal to an independent commission and beyond this to the courts would be possible by

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either side. The local authority would recommend the appointment, retention, and release of teachers who are paid by the middle tier and whose security of tenure (where present) resides in the middle tier. Causes for release should include dissatisfaction by the local authority with teaching competence, subject to appeal by the teacher to the independent commission mentioned above and thence on a point of law to the courts. If the local authority has demonstrated that it has cause to demand a teacher's release, and the middle tier retained the teacher in the school, such parents who wish should be given bursaries to support the education of their children elsewhere.

The school system would be academic. Vocational and technical training would be available outside the school system in public or private schools. If it were demonstrated that a pupil is not capable of following the academic pattern (the only one available in the school system), the parents would be provided a bursary equal to the annual average per pupil cost of education in Alberta for the purpose of sending the child to the aforementioned public or private technical or vocational schools.

Thus is sketched a scheme whereby local authority and the rights of parents can be placed on a proper plane.

### **Accreditation**

Permitting accredited schools local autonomy in matters of curriculum, grade organization, and the like, while denying this privilege to non-accredited schools, is fundamentally wrong because anti-democratic, according to the minority report. It substitutes professionalized and centralized control from the top for true local control by parents and their local boards of schools, whether public or private. Rather, standards should be protected, as the state has a justifiable right to require, through five levels of control. The first of these is the desire of parents for their children, "administered on the truly democratic level where the parents' voice is heard—i.e., the local single school authority".<sup>22</sup> Second is the diversity and competition whereby a minority of parents may choose for their children another school, with bursary assistance or with-

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out. Third is supervision by school inspectors. Fourth is external examinations. "The fifth level of control [in standards] is that of quality of teachers."<sup>23</sup> Here it is suggested that the Faculty of Education fosters progressivism in teacher trainees and that essentialism is in effect practically eliminated. It is noted that academic qualifications are not a direct measure of a person's qualifications to teach. Performance in the classroom should be a necessary condition for security of tenure, and can best be secured by making our school system flexible and competitive.

### Examinations

The minority report takes the stand that the essentialist determines standards for youth in setting examinations and marking them according to *examiner standards*. Just and reasonable standards for youth are secured by constant scrutiny of the setting and scoring of examinations, but must be tempered by study of the results on a particular examination with a view to determining whether it is doing a good job of measuring progress toward the standard. This study implies bonusing or demeriting properly applied, as an admission that something has gone wrong with this examination or its scoring or both.

By contrast, the progressivist permits the pupils themselves by and large to set the standards of their own achievement. The assumed normal curve accepts the standard the children have set themselves as, for example, when a mark of 100 is given to the person who has obtained the highest score even though he may have obtained only 50 percent on the questions asked.

The form of the examination may be objective or essay. The minority report questions whether the former can test higher mental processes and asserts that the latter is an efficient test of the depth and breadth of a pupil's grasp of the cultural and spiritual heritage. The essay test is a better motivator than is the objective. The real problem with the essay test is scoring. Efforts to obtain objectivity, the use of two or three markers for the same paper, and the right of

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appeal are suggested measures to improve scoring. With these safeguards, the essay type examination should be assigned the value it deserves.

### **School Organization and the Curriculum**

The majority report finds two forces acting upon the development of the curriculum: the primary and direct forces of individuals and groups who set out to structure a curriculum, and the secondary or indirect forces such as population and economic trends. After noting this, the minority report suggests that centralization, rather than being caused by economic and population trends, had a deeper progressivist reason—that of placing the child in the uncompromising possession of the embryo society where he will conform and acquire the attitudes and behavior needed to fit him into society. However, the essentialist position of restricting the school to an academic program would obviate the need for economic and population trends influencing the curriculum. Be that as it may, at present school organization and curriculum are interdependent.

As stated previously in the minority report, there are two philosophies of education prevalent in the Western World. "It should be noted that both are respectable and there is no middle ground."<sup>24</sup> Reisner is quoted to the effect that the Aristotelian-Thomistic (essentialist) is the oldest and is probably accepted by the greatest number of people in the Western World. "Certainly this was true of the people in our province when our school law was framed and the first school organization undertaken."<sup>25</sup> Since then progressivism has taken over practically all of the school system, particularly of the "externa", but also of the "interna". For example, the school curriculum has not changed; it has been revolutionized. "In Alberta today, at least in official publications and directives, we find evidences of as uncompromisingly a progressivist philosophy as it used to be undeniably essentialist."<sup>26</sup> Ex-

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amples are cited: the enterprise, the unit system of blocking together related subjects, electives in the junior high school, and the modern lengthening of the school period beyond all reasonable proportions. The ninth grade, or completion of nine years of schooling, is suggested in the minority report as the target for a first quasi-terminal course, but with the intellectual challenge and achievement much greater than they are now, and with progress from this point diverging into different streams. It is suggested that a real curriculum of fundamentals be provided so that children could accomplish in six years what they now accomplish in eight or more. This real curriculum would be the three R's, oral study of a second or even a third language (after Wilder Penfield), music, art, and physical education. Based on this solid foundation the junior high school would have a twofold purpose: to prepare for much heavier academic work to come and to serve as an introduction to vocational training and apprenticeship elsewhere. It would consolidate the learning of the three R's, continue the study of literature, increase facility in written and oral expression, introduce the concepts of the new mathematics, introduce the study of history and geography, and continue toward the mastery of other tongues. The next three years would be a college course with college content leading toward a baccalaureate at graduation. At that time the student would be ready to enter the university for professional training in medicine, engineering, law, etc., or for liberal arts at the post-graduate level. For those suited for vocational training, apprenticeship and both public and private vocational and technical schools would continue their education. The curriculum here would include English, civics, appropriate mathematics and science, and perhaps history. The bursary students previously mentioned would populate these schools.

The minority report submits the above as the broad outline of an essentialist view of the school system. It claims that boredom would be removed as a cause of drop-out, and recognizes that those who cannot or do not wish to follow such a program would constitute a sociological (but not an educational) problem.

## The Subject Fields

The minority report quotes Bulletin 2 of the Department of Education to illustrate that the subject fields in the primary program are dominated by the progressivist approach to curriculum. It is noted that only one of fourteen outcomes listed is: "Practice and increasing ability in comprehension in the essential skill subjects"<sup>27</sup> and that the rest are societal, reflecting the progressivist tenet of making the school an embryo society complete in itself. As opposed to this viewpoint, the essentialist emphasizes at the primary level very little other than skills.

Reading and literature can be improved by three major safeguards. First, in the primary grades, the major concern should be reading skills. Drill and repetition, with some mastery of phonics, should assure a good foundation. Remedial work may be necessary at the end of the third grade. Second, skills should be mastered before the junior high school and if continued at that level should only be to the extent necessary to master the content of courses. Third, literature should be taught to acquire an appreciation and concept of the knowledge and wisdom of the past, thus waking the child's imagination.

The minority report asserts that the language program in the elementary school is geared to progressivist philosophy. Thus there is an emphasis on oral expression, and spelling and grammar are not taught for themselves but only as they are necessary for the unit. These criticisms point to the necessary correctives.

"Social studies is the very nub of the progressivist program."<sup>28</sup> The minority report regards the integration of related subjects as educationally undesirable, because it subordinates the learning of the use of various sciences to fitting them into the solution of a particular problem. In addition, the social studies concept is exactly within the thinking of Dewey, who is quoted as indicating that it is not necessary to go over the entire history, but the essential thing is to (re-)solve the

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problems which faced the people of the past. Bulletin 2 is quoted to indicate that this thinking is part of the social studies curriculum in Alberta. The danger here has been mentioned before: that critical thinking and judgments are made without a sound basis in fact. The remedies proposed are to split the course into component parts to be taught separately, to delay the critical thinking and evaluation to an age of maturity, to develop citizenship by a study of the political events which caused responsible and representative government to evolve, and to study the two great cultures (French and English) which form our Canadian culture.

The recommendations in the majority report for more drill in mathematics and for the dismantling of the health and personal development course are approved by the minority report with these added qualifications. Bulletin 2 is quoted to the effect that meaning must be established in mathematics before memorization is required. The minority report disagrees since this sequence slows down the learning process and is an example of the progressivist approach by incidental learning. Turning to health and personal development, the minority report notes that parents have always accepted guidance in private schools or in religious schools because they knew and approved the methods and doctrines involved. In the small school, the teacher knew parents and children. Now, centralization requires a cumulative record, which has all the earmarks of a dossier and can easily become such. Teachers and counsellors are instructed not to give parents the child's IQ. The minority report indicates that the cumulative record is warranted in a school system dominated by progressivism, but would be unnecessary (except for a record of academic achievement) in a school system designed according to the essentialist philosophy of education.

### **Special Curriculum Issues**

The minority report outlines two restrictions for instruction in French recommended by the majority report as follows: that between Grades III and VI instruction in French be reduced from one hour per day to one-half hour, and that in non-accredited schools in Grades VII to XII instruction in language courses be limited to those courses prescribed by the Depart-

ment of Education. The reservation expressed by the minority report with these recommendations is as follows: "I cannot agree that in Alberta there are other languages which have an ethnic value and academic status equal to those of French. Whether one wishes to accept the fact or not, it is a fact that French is the language of the second culture in Canada. The French culture and language were guaranteed at the time of the conquest of New France and are an integral part of the life of over one-third of Canada's population.

"No proper appreciation of Canada and its problems can be gained by a student without a recognition that insofar as ethnic value and academic status are concerned the French language is second only to the Anglo-Saxon."<sup>29</sup> Any alleged lessened demand for the teaching of French is attributed to centralization, which makes it virtually impossible for French-speaking minorities to preserve their culture and language by instruction in French, and to rigid demands for higher certification which have discouraged or eliminated the importation of bilingual teachers from Quebec, Ontario, and the Maritimes who are qualified to teach French even though they do not possess qualifications in the teaching of enterprise. The minority report could find no evidence that the teaching of French for one hour a day seriously affected the teaching program, therefore not only is there no reason for restricting the rights regarding instruction in French but on the contrary perhaps they should be extended by permitting more time for instruction in French. In this connection, respecting French or any other language, an eminent neurologist, Dr. Wilder Penfield, is quoted at length to the effect that oral learning of new languages is best accomplished between ages four and ten to fourteen. "Therefore, I can do nothing other than to urge that in the teaching of the French language the parents be allowed every leeway so that they can obtain for their children an understanding and appreciation of the language traditions and culture of the largest single ethnic group in Canada."<sup>30</sup>

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<sup>29</sup>pages 425-6

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Regarding religious education, the minority report reviews the appropriate statutes and indicates that the power of the province to legislate regarding education does not extend to the right of the minority to separate schools nor to the rights of either minority or majority to provide religious education. These are guaranteed by constitution (section 17 of *The Alberta Act*). Any proposal to set or lengthen the minimum instruction time must respect this constitutional guarantee. There is no indication based on school experience that taking part of the school day for religious instruction has adversely affected academic results or ultimate development. Thus, it might be argued that in schools which do not provide religious instruction, the school day is already half an hour too long. Any restriction on the teaching of religion in schools would be Deweyism in that Dewey is quoted as indicating that social unity developed in schools promotes the brotherhood of man and makes education something of a secular religion. Therefore, considering all of the above, the minority report advocates that any school board, representing any religion, should be free to provide the amount of religious instruction guaranteed by law.

### **Elective Programs**

The minority report reiterates its previously stated position that occupational and vocational programs should not be brought into the school. The move to provide these programs is attributed to the belief by educators that students with IQ generally below 110 cannot profit from the academic program. The minority report disagrees with this belief. The psychologist, Sir Cyril Burt, is quoted as defining intelligence as in-born, all round intellectual ability. A mathematician, Irving Adler, is quoted at length to the effect that IQ tests do not measure innate ability, that schools should abolish the use of intelligence tests, and that poor achievement should be interpreted to mean a low level of preparation, not a low level of ability. On this basis the minority report advocates a re-examination of the assumption that only a small percentage of our children are capable of an academic program.

Other reasons for opposing occupational and vocational programs in the schools are mentioned. Industry does not



appear to want vocational training in the schools but rather prefers a sound academic background in prospective employees. Parents do not wish vocational and occupational training for their children in the schools. Finally, since in Alberta there are (it is estimated) some 19,000 different kinds of occupations, it is obviously financially and physically impossible to provide direct training for all of these.

### **The Community College**

The minority report sees the community college as a composite school for rural areas and criticizes it as follows. Dr. T. C. Byrne is quoted to illustrate that the composite school is the finest example of the Dewey concept of the "embryo society". If the community college is to be a vocational or occupational training school, the reasons which are noted in the preceding section for opposing such programs in the public schools apply. The degree of centralization required for a community college will demand dormitories which parents will not like. The cost of these colleges is unknown, but the instructional costs at the Institute of Technology and Art are given as 92 cents per hour per pupil.

The alternative to community colleges is simple. Industrialists are not enthusiastic about vocational preparation in the school system. The answer is private enterprise in vocational and trades schools, relying on competition to maintain excellence, and populated by students who have obtained bursaries (nominated by the local board and approved by the middle tier). The dormitory problem will disappear as housing will revert to its rightful place, the parents' choice. "Seat-warmers" will disappear as children will only attend vocational schools as a matter of choice. Cost would be less since few children would need to avail themselves of the vocational training described above. Most would remain in the academic stream. One final caution: the vocational education provided should be accompanied by a basic core of academic offerings or the school would not be eligible for bursary students.

### **Teachers**

With the need for increasing the supply of teachers, the minority report is in agreement, but with the proposed method



for accomplishing this, namely, higher standards of qualification (eventually a bachelor of education degree) it expresses the following reservations. The need for four years of teacher education, 60 percent of which is devoted to securing content, would be greatly reduced if the school system returned to an emphasis upon the academic. In 12 years the successful student would secure a baccalaureate degree. In addition, the present system, being no doubt geared to the progressivist philosophy of education, requires longer training for teachers to master its intricacies. It is unrealistic to believe that with a teaching force of 10,000, all of these positions can be filled by persons holding a degree. Again, the teaching profession attracts many girls who teach for a time prior to marriage. Many would not so serve if a degree were required. Two other valuable sources of teachers would be restricted by the degree requirement: imports from other provinces which do not have this standard, and married women who return to the classroom. For all of these reasons the four-year degree proposal as a requirement for certification should be viewed with caution.

Effective competition produced by pluralism in our educational system will develop the desirable results of merit rating without its attendant difficulties. Pluralism will provide effective competition between public and private institutions in attempting to secure the service of outstanding teachers. This competition will automatically secure the merit rating of outstanding teachers. Again, where industry operated vocational schools, the teachers of the basic academic courses would be paid according to industry's scale. Thus, the effective teacher could look forward to many avenues of advancement.

### **Special Personnel and Equipment**

The majority report recommendation that boards of divisions and counties should be permitted to appoint their own superintendents appears to the minority report to indicate some reservation about the propriety of the Minister of Education having a direct representative within the sphere of activity of school boards. In a dual school system with primary control at the local and middle tiers, and Ministerial supervi-



sory control, not only is it proper but perhaps necessary for the Minister to be represented by Department of Education inspectors or superintendents. At the same time, divisional or county boards could properly appoint administrative officials. The two functions are perfectly distinct.

Two recommendations regarding the principalship are quoted from the majority report, namely, that qualifications and job specifications be established. The minority report comments on this as follows: "In espousing in this report an essentialist approach which I conceive to be the approach also of the people of this province, I must confess that I am more concerned with suitability than with 'qualifications'."<sup>31</sup> Thus, teaching and principalship are admittedly arts. The principal is a very special delegate of the parents through the local board of the school. Hence no local board must be hampered in its right to choose a suitable principal by any artificial set of qualifications.

The minority report states that there is a substantial body of thought among teachers that laboratories have little value below Grade XII because the time they take can be better used elsewhere and because the child cannot appreciate the result of the experiment unless he knows the abstract concept. Laboratories are fundamental to schools for progressivists, but "they ignore the fact that the child through the use of his intellect can understand abstract theory without the need of a laboratory to show it to him".<sup>32</sup> In the present context of grade organization the use of the laboratory should be very circumspect if not actually abandoned, although with the proposed academic program the mature student prior to obtaining his baccalaureate may be introduced to laboratory work.

### **Separate Schools**

The minority report indicates that although the Commission had every opportunity to learn how changes in the school system had worked hardship on separate school supporters, and received valid and viable proposals for correcting these difficulties, it failed to recommend the equality of treat-

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ment which is required by school law. Mr. Justice Meredith is quoted in an Ontario ruling to the effect that the terms of confederation conferred the right to separateness and to separate schools of like character regardless of changes in the educational system. Figures are quoted to illustrate that separate schools save the general taxpayer large sums annually, in addition to the democratic check on a monolithic school system provided by one which insists on the prior rights of parents. Despite the above, the Commission recommended that present disabilities on separate schools be retained and even suggested further disabilities in organization, grants, and assessments. The minority report finds unacceptable the suggestion that separate schools seek redress in the courts.

Knowing my colleagues on the Commission, I cannot believe that they would concur in such suggestion if they had but realized what it implied—still less so the people and the government of this province. I feel that the recommendation in the majority report derives from the philosophy of education which my colleagues found in our province, which they accepted and which they have seen fit generally to endorse. If the suggestion to which I have referred proves anything, it proves the truly urgent need that exists to re-dedicate our educational system to the effective maintenance of that effective pluralism which our school laws were drafted to protect and preserve, and to adopt a philosophy of education which will permit such a situation to obtain. If this is not done we are in danger of losing, not only the direction of our school system but our respect for the laws upon which it reposes.<sup>83</sup>

### **Alberta Educational Planning Commission**

With this section of the majority report the minority report is in emphatic and complete disagreement for the following reasons. First, it is in truth a *planning* commission with immense powers designed to short circuit the Minister of Education. The Hope Commission report is quoted to indicate inherent dangers. Second, the proposed planning commission is not "responsible" in the constitutional sense, is not advisory (rather initiatory), and is completely independent of the responsible Minister of the Crown. Third, the Department of Education administers education for the Minister who is responsible to the legislature. This relationship must never be

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disturbed, i.e., nothing must come between the legislature and the Minister. The Minister of Education should administer educational policy including the setting of standards.

My opinion has already been expressed throughout this report as to the primarily academic responsibility of the public schools. This rightly pertains to the jurisdiction of the Minister of Education. With regard to the technical and vocational, I can see no other alternative, in view of its great importance, but to place it under the jurisdiction of a separate Ministry of the Government.<sup>84</sup>

## Conclusion

The minority report states that a chief concern throughout the foregoing has been to make explicit and express for parents the causes of the dissatisfaction they have felt. As indicated before, the conclusion reached about causes of dissatisfaction is that they stem from a clash of ideologies called progressivist and essentialist. The implementation of the essentialist position would be the most effective remedy for the causes of parental dissatisfaction. As indicated before, the major point of criticism of the present educational system is that parents have lost their primary rights in the education of their children because of a breakdown of liaison between parent, board, and teacher caused by the monolithic structure and the centralization of education. As noted before, accreditation of schools or systems merely substitutes one kind of centralization for another.

A number of authorities and authoritative statements are presented to reiterate the prior right of parents to determine the education of the child: the United Nations Declaration of Human Rights, Sir Ernest Barker, and John Stuart Mill. The minority report goes on to note that a threat to democratic life is posed by modern, gigantic, centralized, monolithic educational systems, for true democracy is based on co-existence under law of a variety of differing philosophies in politics, in religion, and of differing languages and cultures. However, the same proponents of pluralism in politics, religion and culture appear to regard a single educational system as a bulwark of democracy. We espouse pluralism in all of our democratic institutions except perhaps the most important

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one—education. Thus, a fundamentally different framework is required to implement real improvement in education, involving the recognition of the prior rights of parents to choose the kind of education given their children and a complete realignment of government responsibility.

In the sphere of public education the parent must resume his place through the local board of individual school attendance areas. Boards must never be allowed again to grow so large as to break effectively the link between the parent and the school. The teacher must resume his place as the delegate of the parent in the education of the child, and not as the delegate of any omnipotent body, whether Board or Department or Faculty. In order to ensure parental rights and the functioning of democratic choice the private school of the parents' choice must be protected, if not indeed fostered.

An inescapable corollary is the necessity of maintaining pluralism too in the field of teacher training. Teachers are the moulders of our children's minds and futures. As a delegate of the parent himself the teacher could find no nobler calling. I consider it a compliment to the many dedicated teachers in Alberta, and to many of their supervisors, that they have so far resisted the full impact of the progressivist onslaught, adhering to essentialist practices in their teaching in overt or covert defiance of the official directives from centralized authority. But they cannot be expected to resist indefinitely. Nor will they, as long as professional control of teacher training is in the hands of any one body, no matter how sincere and convinced of its own righteousness this body may be. For it is, I repeat again, of the essence of democracy that the failings of human nature be recognized and that they be checked by the natural operation of free competition under law. The ensuring of a choice of teacher training institutions which offer the parent a reasonable certainty of whole-hearted approval will ensure in turn the provision of teachers who may in actual fact look upon themselves as true delegates of parental authority and not as overseers imposed by a single central authority.<sup>85</sup>

The minority report reiterates the conviction that *only* in the structure of local control (parental choice of the kind of education the child receives) and thorough-going pluralism, can many of the disabilities from which education in Alberta suffers be cured. Then the factors of choice and competition will automatically cure the diseases in curriculum, discipline, achievement, and teacher qualification and recognition which have so disturbed parents.

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<sup>85</sup>pages 450-1

# Date Due

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